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ABSTRACT

This 1966 hearing was concerned primarily with two things: the effects on children of attending schools which are totally or predominantly of one race, and the broad range of remedial action being taken by school officials or proposed by citizens or citizen groups to eliminate racial imbalance. New York State school officials, as well as local school officials from Rochester and Syracuse, gave testimony on metropolitan-wide planning for schools, busing, compensatory education programs, teacher preparation, neighborhood schools, and the extent of Federal involvement in State and local school programs. Parents, teachers, community leaders, and representatives of civil rights organizations offered testimony about their problems and concerns, and evaluations of the schools' efforts to deal with racial isolation. Included in the exhibits entered into the record were a Civil Rights Commission staff report on issues related to racial imbalance in Syracuse and Rochester public schools, and two research reports on the effects of integration on reading achievement in Syracuse schools. (CMG)

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HEARING

BEFORE THE

UNITED STATES
COMMISSION ON CIVIL RIGHTS

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HEARING HELD
IN
ROCHESTER, NEW YORK
September 16-17, 1966

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HOWARD A. GLICKSTEIN, *General Counsel*

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UNITED STATES COMMISSION ON CIVIL RIGHTS

FRIDAY, SEPTEMBER 16, 1966

The U.S. Commission on Civil Rights met at 10 a.m. in the Hall of Justice, Courtroom No. 7, County and State Courthouse, Rochester, New York, Dr. John A. Hannah, Chairman of the Commission, presiding.

PRESENT: John A. Hannah, Chairman; Eugene Patterson, Vice Chairman; Frankie M. Freeman, Commissioner; Erwin N. Griswold, Commissioner; Robert S. Rankin, Commissioner. Also present: William L. Taylor, Staff Director; Howard A. Glickstein, General Counsel.

PROCEEDINGS

CHAIRMAN HANNAH. Ladies and gentlemen, this hearing of the United States Commission on Civil Rights will come to order.

(Mr. Stanley Raven was sworn in as Official Reporter. Mr. John Ulfelder was sworn in as Clerk.)

CHAIRMAN HANNAH. I am John Hannah of East Lansing, Michigan, the Chairman of this Commission, and I would like to introduce to you the other members of the Commission.

At my immediate left is Eugene C. Patterson of Atlanta, Georgia, Editor of the Atlanta Constitution, and Vice Chairman of the Commission.

At my immediate right is Dean Erwin N. Griswold of Cambridge, Massachusetts, Dean of the Harvard University School of Law.

Next to Dean Griswold is Mrs. Frankie Muse Freeman, of St. Louis, Missouri, who is Associate General Counsel of the St. Louis Housing and Land Clearance Authorities.

At the far right is Robert S. Rankin of Durham, North Carolina, Professor of Political Science at Duke University.

The other member of the Commission, Father Theodore M. Hesburgh, the President of Notre Dame, is in Europe. Otherwise he would be here.

In addition to the Commissioners, seated here at the far left, is Howard A. Glickstein, General Counsel of the Commission, and next to Mr. Glickstein is William L. Taylor, the Staff Director of the Commission.

As the first order of business, I wish to express the Commission's appreciation to the many officials of New York State, and the cities of Rochester and Syracuse, and Monroe County, and the many private citizens and organizations who have cooperated with us in the preparatory stages of this hearing.

This hearing is being held under the authority of the Civil Rights Act of 1957, as amended. As required by law, notice of the hearing was published in the Federal Register on August 17, 1966, and a copy of this notice will be entered into the record as Exhibit 1.

The Commission on Civil Rights is an independent, bipartisan agency of the United States Government, established by the Congress in 1957, and its duties are:

1. To investigate sworn allegations that citizens are being deprived of their right to vote by reason of their race, color, religion, or national origin.

2. To study and collect information concerning legal developments which constitute a denial of the equal protection of the laws under the Constitution.

3. To appraise Federal laws and policies with respect to equal protection of the laws.

4. To serve as a national clearinghouse for information in respect to denials of equal protection of the laws because of race, color, religion, or national origin.

5. To investigate sworn allegations of vote fraud in Federal elections.

Under the law, the Commission submits reports to the President and to the Congress, containing its findings and recommendations for corrective legislation or executive action.

To enable the Commission to fulfill its duties, the Congress has empowered the Commission to hold hearings and issue subpenas for the attendance of witnesses and the production of documents, and I know of no better way to explain the functions and limitations of the Commission than to quote briefly from a decision of the United States Supreme Court issued early in the Commission's life, and the Court said, and this is a quote, "The Commission does not adjudicate. It does not hold trials or determine anyone's civil or criminal liability. It does not issue orders, nor does it indict, punish or impose any legal sanctions. It does not make determinations depriving anyone of his life, liberty or property. In short, the Commission does not and cannot take any affirmative action which will affect an individual's legal rights. The only purpose of its existence is to find facts which may subsequently be used as the basis for legal or executive action." That is the end of the Supreme Court quote.

To carry out its legislative mandate, the Commission has held hearings in many parts of the country, including Alabama, Arizona, California, the District of Columbia, Georgia, Illinois, Indiana, Louisiana, Michigan, Mississippi, New Jersey, New York, Ohio, and Tennessee.

The Commission has made detailed studies in the fields of voting, public education, housing, employment, and the administration of justice.

Much of the civil rights legislation enacted in the past five years, and several Presidential Executive orders, reflect acceptance of findings and recommendations resulting from Commission hearings. Commission hearings are designed to explore in one city, or area, civil rights problems that are representative of problems elsewhere in the Nation, and this hearing in Rochester results in large part from a request that President Johnson made of the Commission on November 7, 1965. On that date the President wrote to the Chairman asking that the Commission study the problems of race and education in all parts of the country, and he observed that, despite substantial progress in ending formal segregation in schools, racial isolation persisted in the schools North and South. Such isolation, said President Johnson, presents serious barriers to quality education, and he asked the Commission to gather the facts and make them available to the Nation as rapidly as possible. The President added that the Commission's findings could provide a basis of action, not only by the Federal Government, but also by the State and local school boards, which bear the direct responsibility for assuring quality education.

Education is today, as it always has been, vital to the well being of this Nation. The Supreme Court in its historic decision of the school desegregation cases accurately described the role of education. "Today," said the Court, "education is perhaps the most important function of State and local governments.

"It is the very foundation of good citizenship. Today it is a principal instrument in awakening the child to cultural values, in preparing him for later professional training, and in helping him to adjust normally to his environment.

"In these days it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity to an education."

In response to the President's request, the Commission is studying racial isolation in the schools in about 50 cities, large and small, where there are significant Negro populations.

In our study we are inquiring into the extent of racial isolation in the schools and its effect on children. We are examining the structural pattern of racial isolation in the schools and its relationship to inequities in housing and employment. The study is evaluating educational policies and practices which influence the quality of educational opportunity, and we are exploring the impact of governmental programs and policies upon equal educational opportunity.

This hearing in Rochester is a part of the Commission's study of racial isolation in the Nation's public schools. Today and tomorrow the Commission will hear school officials of New York State, Rochester, and Syracuse explain State and local educational policies and the programs they are administering in an attempt to deal with racial isolation in the classrooms.

From the parents of school age children the Commssion will learn about their problems and concerns, and the Commission also will be interested in receiving from parents and teachers and school officials and other citizens an evaluation of the efforts now being made to deal with racial isolation in the schools and provide children with a good education.

At this hearing the Commission will be concerned primarily with two things: the effects on Negro children of attending schools which are totally or predominantly nonwhite and the broad range of remedial action being taken by school officials, or proposed by citizens, or groups, to deal with racial isolation.

The Commission will hear discussions of metropolitan-wide planning for schools, compensatory education programs, teacher preparation, neighborhood schools, and the extent of Federal involvement in State and local school programs.

All sessions of the hearing will be in this room. This opening session will continue until 12:30, when we recess for lunch. We will resume at 2 o'clock this afternoon, and continue until 5:30 when we recess for dinner. We will return to this room at 7 o'clock, and conclude today's sessions at 9:30 this evening. Tomorrow's session will begin at 9 o'clock in the morning. There will be a recess for lunch at 12:30 and a final session will begin at 2 p.m. tomorrow, and conclude later in the afternoon.

Now, while securing information is a major purpose of Commission hearings, they frequently have had an important collateral effect. In many cases, Commission hearings have stimulated discussion and increased understanding of civil rights problems among responsible community leaders and have encouraged the correcting of injustice at the State and local levels.

It is our hope that this hearing may serve this creative purpose. A hearing similar to the one we are holding here will be held in Boston, Massachusetts on October 4 and 5.

And now, Mrs. Freeman, a member of the Commission, will explain the rules governing this hearing. Mrs. Freeman.

Commissioner Freeman. At the outset I should emphasize that the observations I'm about to make on the Commission's rules constitute nothing more than brief summaries of the significant provisions. The rules themselves should be consulted for a fuller understanding. Staff members will be available to answer questions which arise during the course of the hearing. Almost all persons who are scheduled to appear at this public hearing have been subpenaed by the Commission.

All testimony at the public sessions will be under oath and will be transcribed verbatim by the official reporter.

Everyone who testifies, submits data or evidence is entitled to obtain a copy of the transcript on payment of costs. In addition, within 60 days after the close of the hearing, a person may ask to correct errors in the transcript of the hearing or his testimony. Such requests will be granted only to make the transcript conform to testimony as presented at the hearing.

All witnesses are entitled to be accompanied and advised by counsel. Counsel may subject his client to reasonable examination. He also may make objections on the record and argue briefly the basis for such objections.

If the Commission determines that any witness' testimony tends to defame, degrade, or incriminate any person, that person or his counsel may submit written questions which, in the discretion of the Commission, may be put to the witness. The Commission in its discretion may strike such evidence from the record.

Persons subpenaed to the public session may request that witnesses be subpenaed in their behalf. All requests for subpenas must be in writing and must be supported by a showing of the general relevance and materiality of the evidence sought.

In addition, all witnesses have the right to submit statements prepared by themselves or others for inclusion in the record, provided they are submitted within the time required by the rules. Witnesses at Commission hearings are protected by the provisions of Title 18, United States Code, Section 1505, which make it a crime to threaten, intimidate, or injure witnesses on account of their attendance at government proceedings. Copies of the rules which govern this hearing may be secured during any recess from a member of the Commission staff. Persons who have been subpenaed have already been given their copies.

Finally, I should point out, these rules were drafted with the intent of insuring that Commission hearings be conducted in a fair and impartial manner. In many cases the Commission has gone significantly beyond Congressional requirements in providing safeguards for witnesses and other persons. We have done this in the belief that useful facts can be developed best in an atmosphere of calm and objectivity.

We hope that such an atmosphere will prevail at this hearing.

Chairman Hannah. Thank you very much, Mrs. Freeman.

We are very happy to have with us this morning the mayor of Rochester, and it seems appropriate that I should call upon Dr. Rankin, a member of this Commission, to present his former student, the Mayor.

Commissioner Rankin. Mr. Chairman, since I have been on this Commission I have been virtually surrounded by deans and university presidents. So it is very seldom that I've had the opportunity of introducing a speaker. Today I have that happy privilege of introducing a former student of mine. Now, I'm not going into the grades he made in my classes, but I will say that they were uniformly excellent, and it gives me great pleasure to present to the Commission and to the staff—he needs no presentation to this audience—the mayor of the city of Rochester, Frank T. Lamb.

Chairman Hannah. Mayor, we will be interested in listening to anything you would care to tell us.

STATEMENT OF HON. FRANK T. LAMB, MAYOR OF ROCHESTER, NEW YORK

Mayor Lamb. Well, let me say before I get into my prepared text, I want to thank you. It is an unexpected surprise to be introduced by probably the greatest teacher that I ever had in school, and I thank him now for being so kind to allow me to graduate from a great university.

Mr. Chairman, distinguished members of the Commission, ladies and gentlemen, I am happy to extend the greetings of the city of Rochester to such dedicated Americans and to offer you my best wishes for a successful session in this community.

Our city has a proud and dynamic history, and while we, like most urban centers of our size and our age similarly situated, have had, and continue to have, problems, I am confident we are doing our utmost to solve them.

I am pleased by the performance of the Rochester Board of Education in the area of concern of these hearings. Indeed, I suspect that Rochester's generally successful efforts to strike a blow at *de facto* segregation without the use of forced planning may be a prime reason for your visit. In any event, my office has received many inquiries from cities throughout the Nation, seeking information on the voluntary open enrollment program instituted at the direction of the Board of Education and its able Superintendent of Schools, Herman Goldberg.

Many of the programs designed to enrich the lives of, and to enhance the opportunities for, children of low income families have been originated by and are in fruitful operation under Superintendent Goldberg's direction. Certainly the program involving suburban school districts is off to an auspicious beginning, and I am happy to recognize the willingness of some of the suburban school districts to involve themselves in what is essentially a metropolitan problem.

There is a tendency and an unfortunate one, I believe, to expect our educators to furnish instant answers and quicker remedies to century-old questions and social ills. This is neither fair nor sensible. Segregation, mainly the result of bigoted housing policies, is a metropolitan problem. It must be treated in a metropolitan manner.

The city of Rochester, where nearly all low income residents in this area live, has the least amount of land suitable for low income housing or available at prices that are realistic. Yet such sites abound just beyond the artificial geographic boundaries of the city. We are hoping that cooperative efforts by all in the metropolitan Rochester area will help us resolve our housing dilemma, for it is obvious that a new hospital in the suburbs will require low and moderate income workers, who, at this point in time, can find housing only in the city. This is neither rational nor right. The city taxpayer can least afford to provide the subsidies that low income housing needs. The extension of low and moderate income housing into suburban areas will, by itself, relieve much *de facto* segregation.

This is yet another point I would make. Some vociferously attack the city school district for *de facto* segregation. Yet these same spokesmen, at a recent public hearing on relocation plans for the inner-city urban renewal project, demanded that the area be maintained, and I quote, "as a Negro reservation". I must confess that I find this frustrating, for surely the perpetuation of a racial ghetto is not what you want. I know it is not what the city administration wants, and I hope it is not what the Rochester Negroes want.

The city of Rochester and the Board of Education are opposed to *de facto* segregation in the schools or anywhere else. We want to alleviate it and we want to eliminate it. We believe these goals can be attained if all in the metropolitan area cooperate. We believe these goals will be achieved. In this affluent metropolitan complex called Rochester, I am confident that the time is not far off when responsible citizens of all races, nationalities, and creeds will be able to achieve the kinds of education, housing, and job opportunities that is their right. Thank you very much.

CHAIRMAN HANNAH. Thank you very much, Mr. Mayor. We are grateful to you for being with us this morning.

Mr. Taylor, Staff Director for the Commission, will you introduce the Chairman and any members of the State Advisory Committee that works with this Commission from this State that are here?

MR. TAYLOR. Yes, Mr. Chairman.

As you know, we have Advisory Committees in each of the 50 States and the District of Columbia, consisting of citizens who serve voluntarily and without compensation in aiding the Commission to gather facts and make reports and recommendations.

And with us here this morning is the Chairman of the New York Committee, Mr. Richard Sachs. There is one member of the Committee I know who is present, Mr. Elmer Carter, who is a long-time member of the Committee and a long-time member of the State Commission Against Discrimination in New York State and we are very pleased to have the Committee represented here today.

Chairman Hannah. Will Mr. Sachs rise so he can be identified?

Mr. Carter?

Are there other members of the State Advisory Committee here? I understand there are others who may be in later today or tomorrow.

Mr. Taylor. Yes.

Chairman Hannah. Thank you very much. Mr. Sachs, do you have a statement? We'll be very happy to listen to you, sir.

STATEMENT OF MR. RICHARD C. SACHS, CHAIRMAN, NEW YORK STATE ADVISORY COMMITTEE TO THE U.S. COMMISSION ON CIVIL RIGHTS

Mr. Sachs. Mr. Chairman and members of the Commission, I am very glad to welcome you to New York State on behalf of the New York State Advisory Committee to the United States Commission on Civil Rights. We are glad that you have come to New York to look at the problems which confront the residents of our communities.

The problems, which are abundant, are complicated by the passionate feelings with which they are aired. They are problems which are uniquely metropolitan and cosmopolitan, problems which are Northern.

We particularly welcome your hearing here in Rochester because it is part of a major study being undertaken by the Commission at the request of President Johnson to gather the facts regarding racial isolation in the schools and to make them available to the Nation.

Your Advisory Committee recently had an experience which again emphasizes the relationship between racial isolation in the schools and our efforts to achieve real equality for all Americans.

On May 23rd of this year a subcommittee of our Advisory Committee conducted an open meeting in Harlem in New York City. The purpose of our meeting was to explore with the community the obstacles to employment opportunity in training for the residents of Harlem. We were very deeply concerned but not surprised to learn that there were two basic facts which today are consuming the patience of Negroes in our State.

One, the Negro community regards any new investigations, meetings, or hearings with cynicism, if not hostility, and with a disheartening lack of faith that such additional investigations will be more meaningful or productive than those which have been conducted in the past.

And, two, there is tremendous over-riding concern on the part of the entire community with the problems of education.

Our open Harlem meeting was essentially limited to the questions of discriminatory practices, and other obstacles to training and employment, but virtually every witness condemned school segregation in Harlem and the hopelessly inadequate education in New York City ghetto schools as the root cause of inequality in employment.

Many Negroes are today willing almost to forego for themselves the fruits of our democratic society, but they will forego nothing for their children. Over and over again, they made the point that they believe that segregated education results in inferior education and that inferior education will result in inferior job opportunities for the Negro adults.

Typical of the comments made by the members of the Harlem community was the comment of one mother who said: "Here in New York City we have a dual school system, one white, another for black and Puerto Rican children. A separate and unequal system that leaves scars on our children that will be impossible to recover from. Potential is being destroyed. Eighty per cent of the children in this district are under-achievers. Out of 20,000 pupils graduating with academic diplomas in New York City, 136 were Puerto Rican. Seven hundred sixty-two were Negro. Where are our children heading for?"

The testimony of Dr. Kenneth Clark gave us an overview of a fuming community and the vicious educational-job-housing cycle to which it is subjected. He advised us that we are dealing with consistent, deliberate attempts to put the residents of our urban ghettos into a position where they cannot compete with others educationally, economically.

Dr. Clark warned us that until and unless the Federal Government and State government or private industry demand in our schools greater efficiency in teaching Negro children, we can have hearings like this every day of the week in the year and it won't make any difference because the public schools and the people who control them are engaged in a systematic attempt to dehumanize Negro and Puerto Rican children.

In response to a question, Dr. Clark emphasized to us that the only possible solution to this problem is the development of a workable plan for meaningful desegregation of the schools.

For a very simple reason, he said, that, "Presence of white children appears to prevent a school from becoming too horrible. Desegregation programs aren't based on any magic of white students in the classroom leading to any better education in itself. But the kind of damage that is inflicted upon Negro children in our schools with impunity is not inflicted when there are even two or three white children unless they are very powerless whites. The kind of cruelty which seems to be normal in our schools where there are only Negro children is not inflicted."

In the 1961 report on Education, this Commission stated that . . . "the school authorities, usually the Board of Education or the Superintendent of Schools, designates a particular public school each child shall attend. This power is generally exercised by establishing attendance zones, transfers to schools other than those so assigned are officially controlled. The sites of new schools ordinarily are selected by school authorities. All these powers obviously may be used to create or preserve a pattern of racial segregation."

On page 113 of the report, the Commission stated,

"The relative overcrowding of schools that serve the Negro population in the urban North and West is notorious. All educators point to the related unfortunate teacher-pupil ratio as critical."

According to information currently available, the situation today in New York City is worse and threatens to continue to subject another generation of Negroes to job and housing discrimination stemming from unequal educational opportunities in segregated schools. The present generation of Negro students, however, may not be as passive in accepting such subjugation as were their parents and grandparents.

These hearings will focus on education in the ghetto of another New York State city, and I am sure that the Commission's investigation in this city of what the problems are and what some of the solutions are will provide a basis for recommendations for executive and legislative action.

Thank you, sir.

Chairman Hannah. Thank you, Mr. Sachs.

Mr. Glickstein, will you call the first witness?

Mr. Glickstein. The first witness is Miss Leda Rothman, an attorney and a member of the Office of General Counsel of this Commission.

(Whereupon, Miss Leda Rothman was sworn by the Chairman and testified as follows:)

TESTIMONY OF MISS LEDA ROTHMAN, ATTORNEY, U.S. COMMISSION ON CIVIL RIGHTS

Mr. Glickstein. Mr. Chairman, I would like to request that this document entitled "Staff Report on Issues Related to Racial Imbalance in the Public Schools of Rochester and Syracuse, New York" be marked in evidence for identification as Exhibit No. 2.

Chairman Hannah. It is received and marked No. 2.

(The document referred to above, was marked as Exhibit No. 2 for identification.)

Mr. Glickstein. Miss Rothman, is this a copy of a report that you assisted in preparing?

Miss Rothman. Yes.

Mr. Glickstein. I would like to request that this report be introduced in evidence as Exhibit No. 2 and that Miss Rothman summarize the report for us.

Chairman Hannah. It is received as Exhibit 2.

Miss Rothman. In October, 1965, there were 45,220 students enrolled in the city of Rochester's public schools. These students attend 43 elementary schools and 9 high schools. Approximately 24 percent of this school population was nonwhite.

From 1962 to 1965, the nonwhite enrollment in the elementary schools has increased from 23.4 percent to 30.3 percent. During the same period, the nonwhite enrollment at the high school level has increased from 9.7 percent to 16.2 percent.

Most children in Rochester attend school in their neighborhood. This map shows the location and growth of the Negro population in Rochester, and the map next to it shows the location of the elementary schools in Rochester. 75.7 percent of the nonwhite children in Rochester attend 9 elementary schools with enrollments which are more than 50 percent nonwhite. At the high school level, 40.3 percent of the nonwhite high school children attend Madison High School, the one high school with a nonwhite enrollment in excess of 50 percent.

In the current school year, there are 1,999 classroom teachers in the Rochester schools. One hundred and twenty of these teachers are nonwhite. At the administrative level, there are four Negro elementary school principals.

There is no substantial disparity between the physical facilities of predominantly white and predominantly nonwhite schools.

The Board of Education currently is engaged in a long-range building program which includes the replacement of older facilities and the construction of a junior high school which is being planned to have a racially balanced student body.

Statistics provided by the Board of Education indicate that while the citywide dropout rate was 7.2 percent of the high school student enrollment, the dropout rate of predominantly Negro Madison High School was 10.5 percent. While 45.5 percent of the students who graduated from Rochester high schools went on to further education in 1965, only 24 percent of the students from Madison did so.

The New York State Department of Education requires school districts to eliminate racially imbalanced schools. It is this Department's position that racial imbalance existing in a school in which the enrollment is wholly or predominantly Negro interferes with the achievement of equality of educational opportunity.

In 1963, the Rochester Board of Education unanimously passed a resolution calling for implementation of plans which would reduce significantly racial imbalance in the Rochester schools.

The first program to be instituted pursuant to this resolution was the Open Enrollment Program which went into operation at the elementary school level in February, 1964. This voluntary program provides that children from inner-city sending schools be bused into predominantly white receiving schools where space is available. This map indicates those schools which are sending schools and those schools which are receiving schools.

In June, 1964, 495 children were enrolled in this program. The following year 435 children attended schools other than those in their own neighborhood, and in June of 1966 there were 680 children enrolled in this program. Almost all of the children who participated in this program were Negro. The program was extended to the high schools this semester. While the percentage of nonwhite children at all the receiving schools has increased, the percentage of nonwhite students at all of the sending schools also has been increased.

Transportation for this program was provided and paid for by the school district, but 90 percent of that sum was reimbursed by the State.

In the 1965–66 school year, the city school district also implemented the Triad, or Voluntary Extended Home Zone Plan, and those figures are shown on the map. This plan provides for grouping three school zones that are adjacent into one extended zone and permitting children to attend any school in this zone where space is available. There were three triads, and 159 children participated in this program.

This program resulted in the percentage of nonwhite students at the predominantly white schools increasing, but the percentage of nonwhite students at the predominantly nonwhite schools also continued to increase.

A third program to alleviate imbalance was implemented in cooperation with the school district in West Irondequoit. Twenty-four children from school No. 19, which is 78.9 percent nonwhite, attended the first grade in West Irondequoit last year. This year those who completed the first grade successfully will attend second grade and 25 additional children will be brought into West Irondequoit to attend first grade. In addition, 35 children from inner-city schools are also being bused to the Brockport University Campus Elementary School.

On May 19, 1966, the Board of Education passed a resolution instructing the Superintendent to have a plan ready by February, 1967, for the total desegregation of Rochester elementary schools. This plan is currently being developed at the Center for Urban Education in New York City by Dr. Henry Butler of the University of Rochester.

In 1965–66, Rochester received $4,928,767 in Federal assistance. $1,668,159 of this money was received for projects under Title I of the Elementary and Secondary Education Act. Rochester's per pupil expenditure in 1966–67 is estimated at $890. The range of per pupil expenditure in Monroe County is from $1,066 in the Brighton District to $799 in the Churchville-Chili District.

Mr. Glickstein. Thank you, Miss Rothman.

Chairman Hannaah. Mr. Glickstein, do you want to call the next witness?

Mr. Glickstein. The next witness is the Reverend Arthur L. Whitaker.

(Whereupon, the Reverend Arthur L. Whitaker was sworn by the Chairman and testified as follows:)

TESTIMONY OF THE REVEREND ARTHUR L. WHITAKER, ROCHESTER, NEW YORK

Mr. Glickstein. Reverend Whitaker, would you please state for the record your full name and address and occupation?

Rev. Whitaker. Arthur L. Whitaker, 141 Trafalgar Street. I am an ordained minister of the American Baptist Convention.

Mr. Glickstein. Reverend Whitaker, how long have you lived in Rochester?

Rev. Whitaker. I have lived in Rochester 10 years and five months.

Mr. Glickstein. And what is your educational background?

Rev. Whitaker. I hold the bachelor of arts degree from Gordon College, the bachelor of divinity degree from Harvard University Divinity School, the master of sacred theology degree in psychology and counseling with a minor in social ethics from the Andover-Newton Theological School, and doctoral studies in sociology at Syracuse University.

Mr. Glickstein. Reverend, in addition to your position at the Mount Olivet Baptist Church, do you hold any additional positions?

Rev. Whitaker. Yes, I do. For the past eight years, I have been a lecturer and assistant professor of sociology at the University of Rochester, teaching in the evening session of the College of Arts and Science and the summer sessions of 1959 and 1964.

In addition, I have numerous non-salaried positions at various points of the civic and community areas of interest.

Mr. Glickstein. Have you ever taught in the Rochester school system?

Rev. Whitaker. Yes, for a period of about two years, I was substitute or supply teacher off and on in elementary education, also in the social studies and once or twice in Latin.

Mr. Glickstein. Reverend Whitaker, would you please trace for the Commissioners the development and movement of the Negro population in Rochester and Monroe County over the last years?

Rev. Whitaker. First, let us look to the early years, the 1900's. We can say specifically that the Negro population migrated predominantly from the State of Virginia to New York State to Rochester in what we would refer to as predominantly the third ward. This was a small contained Negro community and remained that way for the most part up through the 1950's.

In the migration of the Negroes into the city of Rochester, it is interesting to note that Rochester has always had basically two types of Negroes moving in. On the one hand, they have been the unskilled, and on the other there has been the skilled and the professional Negro.

As we look beyond the early 1900's and as we think in terms of the migration of the Negro within the city of Rochester, we note that immediately following as well as during World War II, there was an expansion of the Negro community not only within the framework of the third ward itself, but also additional movement and migration into the Baden-Ormond area, or the seventh ward which often we refer to in Rochester as a crosstown. Further, it is interesting to note that as the migration of Negroes predominantly from the South coming from not only Virginia but from Mississippi and Florida and Georgia and Alabama and other points, as other ethnic groups began to leave the city and move out into the suburbs, the Baden-Ormond section became greatly involved in more and more Negroes occupying the Baden-Ormond section of the city.

So that by the time of 1952, when Hanover Houses was constructed, it was quite clear that there was a continuing migration of Negroes into the Baden-Ormond section as well as into the third ward.

Moreover, by the mid-fifties when I came to Rochester and moving into the years 1958–59, it was quite clear that the city of Rochester was somewhat aware of the problems which were evident. At that particular time in 1959, I held a seat on the Rochester Rehabilitation Commission for three years from 1959 to 1962. It was at that time also that the city of Rochester was involved in the Baden-Ormond project. Also, we must take into consideration that, as we considered the relocation of some 760 families and institutions and establishments in the Baden-Ormond area, my great concern was that the city of Rochester was not really apprised of what would happen in the contiguous areas as they planned to think in terms of housing and other needs not only in the Baden-Ormond area but also in the third ward.

I said to the Rehabilitation Commission on that occasion, at which time I held a seat, that we would have to be very, very careful to make certain that the contiguous areas did not become slum or ghetto areas. I think that as we look at the map of 1960, we will note that there was an expansion of the Negro community, the Negro ghetto, surrounding the old Baden-Ormond area to the north as well as to the east of the Baden-Ormond section. At the same time I made it quite clear to the Rochester Rehabilitation Commission that another fear and concern of mine was that there would be continuous overcrowding in the third ward unless more housing were available. And as the 1960 map reflects in terms of the growth of the Negro population, as compared to the 1950 map, I am sure that we can see how the Negro community has expanded itself not only in the third ward, but also in the Baden-Ormond seventh ward as well.

As we look at the 1964 concentration of Negroes due to the whole problem of overcrowded housing, not only in the Baden-Ormond section but also in the third ward, housing that is dilapidated, deteriorated, and unsanitary, it is quite clear that individuals both in the Baden-Ormond section and in the third ward would usually either move to housing or areas that were contiguous, surrounding the Baden section on the one hand, or into areas surrounding the old third ward.

As we look at the 1964 map, it does not adequately reflect what has happened in the two-year period from '64 to the present time. We have noted also that the growth of the Negro population has expanded itself into all of the suburban areas to a great degree in the Rush-Henrietta area; also in the Chili area, likewise to some smaller degree or a lesser degree in Webster and certainly in the Brighton and Penfield areas of our city with regard to the so-called suburban areas. All of these suburban areas certainly do reflect the movement of the Negro population of the bourgeois or the middle class, Negroes who have not only the money but also all of the other things that go along with it.

But I do not want this Commission to think that this has been easy in terms of the movement of the Negro population either into the suburbs on the one hand or into better areas of the city on the other. This map of 1964 does not reflect the movement of Negroes either in the so-called inner-city or central city of Rochester in that for a long period of time Genesee Street was the barrier. Negroes did not move across Genesee Street by and large prior to 1960. There may have been one or two exceptions, but it was interesting to note that as we looked to the 1960's there was one school teacher who broke across Genesee Street in the Brooks Avenue area, and had tremendous difficulty and problems.

My family and I had extreme difficulties after living in Rochester for some five years of finding a new parsonage and after some six months finally we were able to locate across Genesee Street and became the first Negro family to live on Trafalgar Street. Since that time, since 1960 up to the present time, there has been a steady stream of middle class Negroes moving from the third and the lower 19th wards into what we often refer to as the 19th ward, or that area which runs along Arnett Boulevard and those streets off Arnett Boulevard to the west, such as Wellington Avenue and other streets, Trafalgar, Aldine, Aberdeen and all the way over to Brooks Avenue. And then also we must note that middle class Negroes and those who can afford it, certainly from the standpoint of their economy, have moved over as far as some of the streets surrounding and off Thurston Road.

Therefore, the important thing is that we have noted a steady growth of the Negro population with migrants who have come from the South to do migratory work in the Rochester general community and also skilled and other unskilled people who are constantly pouring into the city of Rochester, making tremendous, a tremendous growth of the Negro population and certainly tremendous problems in the area of already overcrowded housing.

MR. GLICKSTEIN. Reverend Whitaker, in your opinion, what effect does the housing concentration of Negroes in various parts of the city have on the educational opportunities afforded Negro youngsters?

REV. WHITAKER. Well, first of all, it seems quite clear to me that as we look at the expanding growth of the Negro population and as we think in terms of the inner-city with its heavy concentration of Negroes in predominantly the seventh, the third, the nineteenth wards and so on, I would say that there is a kind of diverse and adverse effect that it has upon the Negro children for the simple reason that when Negro children are in predominantly Negro schools *per se*, it is quite clear that they are aware of the fact that they are in an all-Negro or predominantly Negro situation.

Moreover, they are wise enough to know that many, many white children are moving out due to the fact that their parents are moving out, and from a psychological as well as a sociological point of view, it seems quite clear to me that this has a combined diverse and adverse effect.

Moreover, it would seem clear to me as a parent myself that the children in the schools in the ghetto areas do not get the kind of quality education that they ought to have. Surely, it is quite true that we have some very able teachers in our inner-city schools. But it is equally true that cities like Rochester have a high rate of transiency among teachers who come into the city. There are a number of reasons for this. Number one, some of the younger teachers come with their husbands who are taking advanced degrees in educational institutions and will remain in Rochester only for as long a period as their husband has taken his degree. This means that there is a tremendous turnover in the number of teachers who are qualified. When you have such a high rate of teacher turnover, it is equally true that while the Board of Education attempts to replace these teachers, not all of the teachers who come into the city school system are certified teachers. This means that while they are teaching, they have temporary teachers' certificates and certainly must spend each summer preparing further for certification, but if they are the kind of teacher who is only going to be here for a two-year period for a master's degree or for a four or five-year period for a doctorate, it means that they will be on their way, and I am of the opinion, along with former President Conant of Harvard in his book "Slums and Suburbs" who made it quite clear that the best teachers should be in the inner-city schools and, of course, this is not always the case in our schools in the urban north and certainly this is not always the case nor has it always been the case in the city of Rochester.

MR. GLICKSTEIN. What schools did your children attend, Reverend Whitaker?

REV. WHITAKER. My two older boys attended No. 3 School. The oldest boy went through Grades one through six at No. 3 and our second oldest son went through the first three grades prior to our removal from Adam Street where we lived next door to the church to Trafalgar Street in October of 1960.

MR. GLICKSTEIN. And your children now attend what school?

REV. WHITAKER. The two older boys attend West High School now and our two younger sons attend No. 16 School. The two older boys, of course, were transferred to No. 16 School when we moved from Adam Street to Trafalgar Street.

MR. GLICKSTEIN. Now our Staff Report indicates that No. 3 School that your two older boys originally attended is 96.8 percent Negro, while No. 16 School to which they transferred is 8.7 percent Negro. Did your children, your two older boys, encounter problems when they transferred from No. 3 School to No. 16 School?

REV. WHITAKER. They were the first two Negro pupils to enter No. 16 School, and while there was no social problem at all involved, it was quite clear that our oldest boy was deficient in the area of English at the point of not understanding the break-down of words in terms of syllables. At his particular fifth grade level he had not had this whereas the children at the fifth grade level in No. 16 School had had this, so this was a real difficulty for him, and we had to work especially hard with him along this line.

The second oldest son did not have too many problems because he was still in the earlier grades of elementary school.

MR. GLICKSTEIN. Do you think your children received a better education by attending an integrated school?

REV. WHITAKER. Yes, I am convinced of the fact that both older boys now have a better education, a quality education above and beyond that which they would have gained had they remained in No. 3 School.

MR. GLICKSTEIN. Reverend Whitaker, what has been the response of the Negro community to the attempts made by the Board of Education to alleviate racial imbalance in the public schools?

REV. WHITAKER. Well, I think that there are several attitudes, but perhaps I can cite two, as far as I understand it, as I move in and out of the Rochester community. On the one hand, we find that there are many, many families and many parents who feel that the Board of Education has done little if anything about attempting to bring about a change in *de facto* segregation in the school system. They feel that immediate changes should be brought to the fore.

On the other hand, there are a few parents, certainly, who feel that the Board of Education needs the opportunity to see what it can do not only with the Open Enrollment Plan and Transfer of Pupil Plan, but any other plan that they can come up with.

It is equally quite clear to me that there are several moods as to how Negro parents actually feel about the Board of Education's attempt to change *de facto* segregation in the city of Rochester.

MR. GLICKSTEIN. Reverend Whitaker, is there uniformity of opinion within the Negro community that integrated education is desirable?

REV. WHITAKER. Well, I think that this is a very difficult question, but I don't think that we could say that there is uniformity of opinion in regard to integrated education. I am convinced that probably the majority of Negroes in Rochester would feel that integrated education is certainly going to bring about quality education. As we look at the old concept of the *Plessy* v. *Ferguson* decision of 1896 which stated quite clearly "separate but equal", Negroes both in the North as well as in the South knew that the Negro schools were always separate, but never equal in any sense of the word. By the same token, in the urban north, it is quite clear that when we have segregated schools and where we have a predominant number of Negro youth attending the so-called segregated school, it is quite clear to me that we cannot have quality education.

Therefore, the opinion has been by the majority of Negroes that certainly integration, the integration of schools in Rochester and elsewhere, will bring about a quality education because the better teachers are going to be found in what we would call the all-white schools or those schools which are in the process of becoming integrated.

Mr. Glickstein. I have no further questions, Mr. Chairman.

Chairman Hannah. Mr. Patterson, do you have any questions?

Vice Chairman Patterson. Sir, why do you feel that the best teachers are in the all-white schools?

Rev. Whitaker. It is quite clear that my feeling in regard to this is not only from the point of observation myself, but based upon my experience as a parent having observed the fact that the curriculum and the teaching methods are certainly of a higher caliber wherever we find an all-white school.

It is quite clear that in the inner-city that many times over, the curriculum is not standardized in any way. That is to say, the all-white schools would have a curriculum that was above and beyond the kind of curriculum that is to be found in the predominantly Negro schools, and on occasion it has been quite clear that not only textbooks but other equipment of an inferior quality have been used in some of our so-called segregated schools as compared to the quality type of equipment that is found in the white schools.

Thus, there has been a kind of hand-me-down situation by and large in a number of our so-called inner-city schools. Now there has been some change in this, but the changes have come about only in recent years.

Vice Chairman Patterson. What practical step could you suggest to achieve the Conant aim which you say you subscribe to of attracting your best teachers to your inner-city schools? What practical step could you suggest?

Rev. Whitaker. Well, number one, it is clear to me that we must employ a completely new concept of teacher training in that the teacher himself must have an attitudinal change that will want him to go into the inner-city. There are tremendous fears and frustrations, so I think that this is going to be one of the things that we are going to have to do.

Then I think there will have to be a tremendous number of younger parents with their children who will be willing to move back into the inner-city. It is my feeling that it is going to be almost impossible to have really, truly integrated schools in the inner-city and to bring about what Dr. Conant believes can be done unless we have white families moving back into the inner-city communities.

Vice Chairman Patterson. Will this result from changes in housing policies or will it result from changes in the quality of education in your city?

Rev. Whitaker. I think it will be a combination of both, sir. I think that the whole matter of housing is a crucial one as we all know. And I think we are going to have to change the policy of housing, not only in Rochester, but throughout all of the communities in the urban north.

And on the other hand, it seems quite clear to me we are going to have to bring about certain specific changes in the area of educational procedures and standards and certainly new approaches, if you will, those of which none of us really know anything about right now.

I am suggesting, sir, that new patterns of education must be forthcoming. I am suggesting that new approaches to understanding, and certainly we are going to have attitudinal changes all the way from the administrative staff through the Board of Education and through all of the teachers who themselves have some kind of idea of what a Negro is or what a Negro family is like. These attitudinal changes must come into being before we can have the best kind of quality education in the inner-city.

Vice Chairman Patterson. Thank you.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. Mr. Whitaker, where did you grow up?

Rev. Whitaker. I grew up in Malden, Massachusetts, sir.

Commissioner Griswold. And you went to school there?

Rev. Whitaker. Yes, all of my training was in the Daniels School, Lincoln Junior High School and Malden High School, graduate of '41.

Commissioner Griswold. And this was a non-segregated school?

Rev. Whitaker. That is correct.

Commissioner Griswold. What proportion of Negroes were there then?

Rev. Whitaker. Oh, I would say roughly about 10 percent, thereabouts.

Commissioner Griswold. Was your father an educated man?

Rev. Whitaker. No, he was not, sir. He dropped out of high school at the junior high level when his brother died, and he had to go to work, and all of his life he was a porter in a department store.

Commissioner Griswold. But he was able to keep the family and keep you in a school in a reasonably good neighborhood?

Rev. Whitaker. Yes, he purchased his own home there and also made clear to us that we must move above and beyond that which he had achieved.

Commissioner Griswold. And you went to high school in Malden?

Rev. Whitaker. Yes, sir.

Commissioner Griswold. Thank you.

Chairman Hannah. Mrs. Freeman?

Commissioner Freeman. Reverend Whitaker, I would like to go back to the transfer of your son, I believe it was, from School No. 3 to School No. 16. You stated that there was a difference in the fifth grade attainment. I would like to know if this was because of the curriculum, whether there is the same curriculum in the two schools or whether in your opinion there is any difference in terms of expectancy as far as the two schools are concerned.

Rev. Whitaker. I think actually there is a combination of the two. On the one hand, it is quite clear that there was a decided difference in the curriculum and certainly in terms of the quality of attainment and at the same time the kind of counseling and the teachers' attitudes were basically different. I have said before many, many audiences and groups that we have a great deal of negative counseling that goes on in the city of Rochester; negative counseling at the point whereby the Negro pupil is not motivated sufficiently to perhaps move out and achieve the kind of training or the kind of educational background that he ought to have which would make him the kind of individual that he ought to be in the years that lie ahead and go on to college.

I am saying that on occasion I have known, for example, some young women, young girls, who were in high school who received negative counseling at the point of having it suggested that they go into practical nursing rather than becoming a registered nurse. It is this kind of thing that I have noted not only in part in my own sons' experiences, but also in the experience of others.

Moreover, here is a classic example of something that would relate to the problem. When the time came for my oldest boy to take a foreign language, he came home very upset saying that his counselor did not want him to take French or why did he want to take French at the ninth grade? I had to go to the school and inform the counselor that I wanted our son to take French and that if he was to go on to college, he had to have at least one foreign language and perhaps it would be better that he have two, and I wanted him to begin at the ninth grade level.

It is this kind of thing of which I speak which seems quite clear to me is going to have to change if we're going to produce the kind of youngster that is going to be well suited to go on to college in the years that lie ahead.

Commissioner Freeman. You made a statement, I believe, that there are inferior textbooks in the segregated schools. What do you mean by that?

Rev. Whitaker. Well, when I say "inferior textbooks", I have in mind textbooks that are all battered up, textbooks that have not perhaps originally been had by the pupils in the segregated schools. This has changed over the last several years, but certainly there has been the case where the textbooks have not been brand new and they have not been perhaps the kind of textbooks that would stimulate, if you will, the pupils who were engaged in learning.

Commissioner Freeman. Are you suggesting that—well, the school system furnishes all of the textbooks. Is that correct?

Rev. Whitaker. Yes.

Commissioner Freeman. Is it correct that in the school that is predominantly Negro there may be sort of hand-me-down textbooks. Is that what you are saying?

Rev. Whitaker. This has been the case over a period of time. It is changing but this has been the case.

Commissioner Freeman. Thank you.

Chairman Hannah. Dr. Rankin?

Commissioner Rankin. You mentioned the attitudinal changes that the white people were going to have to make. What about the attitudinal changes that the Negroes are going to have to make? Could you tell me a little bit about that?

Rev. Whitaker. Yes, equally so, I think that the attitudinal changes are important in the life of a Negro as much as in the life of the white person. I think that the attitudinal change must come into the life of a Negro at the point of knowing full well that even though the struggle has been difficult, there have been some of us who have made it in spite of the segregated society, there have been some who have achieved the baccalaureate or masters' or doctorate degree in spite of these things, and we who have made it have done our level best to educate our children along these lines and wherever possible to transfer this on to the boys and girls under our care, whether it be in the church or elsewhere, but at the same time, I'm sure, Dr. Rankin, you must come to understand that many, many people do not have the same high level of motivation, especially if there are road blocks thrown in their path.

I think that the Negro has had so many barriers and so many road blocks thrown in his path that there is always just a small percentage of those of us who really make it in the social milieu of American society due to segregated patterns not only at the educational level, but at the job opportunity level, in housing, in the political arena, and so on.

Commissioner Rankin. In other words, what you are saying is, whites may have road blocks thrown at them too, as for instance in the use of old textbooks, but maybe the Negro has had more. Is that correct?

Rev. Whitaker. I am saying that the Negro has not only had more, but the high visibility of his color makes it extremely difficult to make it even with a Ph.D. in our American society, sir.

Commissioner Rankin. Just one more question, and that's this: you mentioned that the students, the Negro students who transferred to integrated schools, ended up with a better education. Am I correct?

Rev. Whitaker. Yes, that is correct.

Commissioner Rankin. Could that be partly due to the fact that the Negro students with the best natural ability are those who transfer?

Rev. Whitaker. I would not say so. I would not say so.

Commissioner Rankin. In the third ward school, the Negroes who remained there do have the same natural ability, I mean the same I.Q. and all of those who transferred.

Rev. Whitaker. I am saying that there have been Negro pupils in the ghetto who have made it, who have graduated at the top of their class, who have gone on to college, but this is a very, very small percentage.

For those who do transfer out of the Negro ghetto they have by and large a much better chance and certainly have a higher quality of education as a result of the integrated school to which they have been transferred to.

Chairman Hannah. Dean Griswold, do you have another question?

Commissioner Griswold. Do you have any idea why your son was advised by a school counselor not to take French?

Rev. Whitaker. This is something which I am not altogether sure about. We discussed this, and I'll admit I got pretty warm at this point. It was quite clear to me that the counselor was not aware of the fact that the father of my son was a graduate of college. The counselor was not aware of the fact that perhaps Ron's father had a great interest in him and in his education at this point, and I think that it is a known fact that all too often too many of our counselors involve themselves in negative counseling when it comes to the Negro student in many of our inner-city schools.

This is true in Rochester, and it is also equally true in many, many other urban communities in the North.

Commissioner Griswold. Do you think that all Negro students in this school were being advised not to take a foreign language?

Rev. Whitaker. This I cannot say specifically, but I had to ask myself the question as to why a counselor would suggest that my son not take French. I could not understand this. I could not understand why the counselor would do this in light of the fact that my son wanted to be enrolled in the Regents course and certainly was qualified to enroll in the Regents course at that time.

Commissioner Griswold. Was any reason given when you took the matter up with the school authorities?

Rev. Whitaker. The main reason given was that the French classes were overcrowded, but following my visit with the counselor and having had a discussion with the Dean of Boys, it was interesting to note that within three days my son was enrolled in a French class.

Commissioner Griswold. Now, turning to another matter, you said that Negro girls were being advised, as you understood it, to take training as practical nurses rather than to seek to become registered nurses. Are there adequate opportunities for Negro girls to get training to be registered nurses in Rochester or in the Rochester area?

Rev. Whitaker. Yes, now there are tremendous opportunities in our general hospitals for Negro girls to go on to become registered nurses.

This was not always the case, but certainly in the past decade or so it has been quite clear that Negro girls can go on into training as registered nurses.

Commissioner Griswold. What I am trying to get at is this: we have found in other cities, for example, that guidance counselors don't advise Negro boys to take vocational training in, let's say, electrical work or steam fitting, because they know that the union and other situations are such that they won't be able to get employment in that area, or at least they think that, and they don't want to raise their hopes by giving them training in something where as a practical matter they can't get a job.

Now was there anything like that, do you think, involved in advice to Negro girls not to seek training as registered nurses?

Rev. Whitaker. I do not know whether this was the case or not. But I do know by virtue of the fact that we have a kind of negative counseling employed by the counselor that this institutionalizes a defeatist attitude in the Negro child; and it seems quite clear to me that whether job opportunities are available or not, we now have reached the area of understanding, at least, it seems to me, whereby we should give all youngsters the opportunity to become educated at all levels of their competency and then let us see whether the job opportunities are available.

I think that if we have more and more and more Negro youth who are qualified by virtue of their training, those doors are going to have to open because it will no longer be said, "Well, you people don't have any training in this field." This has been the problem, you see, for a long time. We have a social history of this kind of attitude within our communities in America.

Commissioner Griswold. I wasn't meaning to suggest that that advice was right. I was merely trying to understand the reason for it, because if you get at the reason, you may know a little better where to attack the problem.

I am trying to find out what you think was the reason for advice to Negro girls not to seek training as registered nurses. To me, I should think that was a very natural and socially much needed line of activity for qualified Negro girls, and I find myself surprised that such training would not be recommended in many cases. Now you indicate that it is not, and I wonder if you have any impression or opinion as to why that is the case?

Rev. Whitaker. Of course I have an opinion. It need not be that my opinion is right, sir.

It seems that it is very difficult to fathom out the mind of another, but it seems clear also to me that in many, many vocations and professions, as we all know as a point of our history, that Negroes have been excluded from certain professions and occupations, and it seems also equally true that the kind of negative counseling that we have had over the years in Rochester or elsewhere is indicative of the fact that many, many professions and occupations have attempted to exclude Negroes *per se*.

Commissioner Griswold. Are all the counselors in the Rochester schools white or are there Negro counselors?

Rev. Whitaker. In recent years now we have Negro counselors, but I don't think it is a matter of black and white, *per se*. I think a counselor must be a thoroughly trained counselor, with certainly training in the field of psychology and the dynamics of sociology. Certainly he must have had a goodly experience of three years or more in terms of counseling and, unfortunately, in many, many cases this has not been the case. But there are now Negro counselors in the Rochester school system.

Commissioner Griswold. Do you find that what you call negative counseling comes from the Negro counselors as well as from the white counselors?

Rev. Whitaker. Well, I haven't had any experience with Negro counselors at this point, so it is difficult for me to say just what their attitude is. But I would suggest probably not.

Commissioner Griswold. Thank you.

Chairman Hannah. Time passes rapidly. We are getting behind our schedule. Mr. Taylor, do you have any questions?

Mr. Taylor. I have no questions.

Chairman Hannah. Thank you very much, sir. We are very grateful to you, Mr. Whitaker. Mr. Glickstein, would you call the next witness?

Mr. Glickstein. The next witness is Mr. Warren R. Heiligman.

(Whereupon, Mr. Warren R. Heiligman was sworn by the Chairman and testified as follows:)

TESTIMONY OF MR. WARREN R. HEILIGMAN, ROCHESTER, NEW YORK

Mr. Glickstein. Would you please state for the record your name, address, and occupation?

Mr. Heiligman. My name is Warren R. Heiligman. I reside at 4271 Dewey Avenue in Rochester and I am principal of School No. 14.

Mr. Glickstein. How long have you been principal at No. 14?

Mr. Heiligman. I have been principal of No. 14 School for two years and am actually beginning my third year.

Mr. Glickstein. What teaching or administrative positions did you hold in the Rochester school system prior to coming to 14?

Mr. Heiligman. I taught Grades five, six, and seven at Schools 19 and 41 for eight years, and was principal of School 50 for three years.

Mr. Glickstein. School 50 is a predominantly white school. Is that correct?

Mr. Heiligman. That is correct.

Mr. Glickstein. Our Staff Report indicates that there are about 782 students in your present school No. 14, and that the racial makeup is about 90 percent nonwhite. Is that correct?

Mr. Heiligman. That is correct, right.

Mr. Glickstein. How many teachers are there at School No. 14?

Mr. Heiligman. We have 35 classroom teachers. Nine in our special education program and 26 in our regular program.

Mr. Glickstein. Do you have any Negro teachers on your faculty?

Mr. Heiligman. Yes, we do. We have five classroom teachers and two Negro teachers involved in ancillary services.

Mr. Glickstein. Mr. Heiligman, would you compare the performance and achievement of the children at School No. 14, your present, with that of the children at School No. 50, which was predominantly white?

Mr. Heiligman. I would say that by the time our children at 14 School are ready for high school and are promoted to the eighth grade, they are, in general, one grade level below in reading ability as compared to the 50 School Grade seven children who do graduate.

Mr. Glickstein. And to what do you attribute this difference in performance?

Mr. Heiligman. I think it is primarily the slow start that our children at 14 School and probably most inner-city schools get. We found last year in checking our readiness test results, and the readiness tests were administered in the fourth or fifth week of school, 1965——

Mr. Glickstein. This is to new students?

Mr. Heiligman. This is to entering first graders, correct—that 66 percent of our children at 14 School fell in the D and E range and this was the Metropolitan Reading Readiness test that was given to all New York State first graders. The city average is 24 percent below the C level.

I think this is very significant when we consider that 84 percent of our children were below the system average, and 95 percent were below the State median. This is actually at the beginning of their elementary school careers.

Mr. Glickstein. Does this gap increase as the children go through school?

Mr. Heiligman. No, I think it decreases although certainly not enough. We are not at grade level, generally speaking, by the time our children are ready to go to high school.

Mr. Glickstein. Mr. Heiligman, is there a stigma attached to a predominantly Negro school like No. 14?

Mr. Heiligman. Yes, I think there is, unfortunately.

Mr. Glickstein. How does this affect the performance of the children in the school?

Mr. Heiligman. I think the stigma is caused first by community problems. I know when parents express concern about having their children attend our school that once they visit, once they see our program, they feel much better about the situation. I think it is the way community problems cause the most concern.

Mr. Glickstein. Does this affect the performance of the children while they are going through school?

Mr. Heiligman. I think not.

Mr. Glickstein. You don't think it does?

Mr. Heiligman. No, I don't.

Mr. Glickstein. Would you briefly tell the Commissioners what sort of environment most of your children come from?

Mr. Heiligman. We are a typical disadvantaged area for the urban north. There's a high rate of pupil mobility. Many of our children live in multiple dwellings. Many of our parents are working; many of our mothers work. We are a low-income area in every respect.

Mr. Glickstein. What effect do you think this environment has on your children?

Mr. Heiligman. I think because many of our mothers are working or in many cases there is only one parent in the home, that many of the experiences that outer-city and suburban children are involved in right from birth are just not given to our inner-city children. It is just impossible.

Mothers are tired when they get home. It is too rough trying to make a living and still do some of the things that parents I'm sure would like to do.

Mr. Glickstein. Do you think that your teachers, knowing that your children come from such an environment, do you think that this affects the teachers' attitude toward the children?

Mr. Heiligman. I think there is a pretty good comprehension on the part of our staff of the problems. I think there's a great desire to do as much as possible for the children in every respect. I don't think there is a defeatist attitude at all on the part of our staff.

Mr. Glickstein. You don't think the teachers tend to expect less from the children?

Mr. Heiligman. I certainly hope not. It is one of our prime objectives in faculty study, in-service study. It is to move our teachers ahead and their feelings toward the children not to be defeatist, and I don't think there is a general feeling of this at all in our school.

Mr. Glickstein. Are most of your teachers adequately prepared to meet the needs of these children when they come to your school?

Mr. Heiligman. No, I can't say this is true. We find that more and more of the teachers assigned to our school are asking for inner-city experience, but I still think our schools of education are going to have to do much more in preparing teachers for the inner-city.

Mr. Glickstein. What type of problem do your teachers encounter that they seem ill-equipped to deal with?

Mr. Heiligman. I think it's primarily that there's no real understanding of the culture of the inner-city child.

I think the basic training is there, and many of our people coming in certainly have the desire, but programs do have to be developed.

Mr. Glickstein. What type of programs would you consider are necessary?

Mr. Heiligman. There was one program which I think I should mention. It was a cooperative program between the Teachers College at Brockport and the city school district. It involved approximately 75 of our inner-city children and 75 students from the campus school at Brockport. Staff members were found 50 percent from the city school district inner city schools and 50 percent from Brockport.

This was, I believe, a six-week program at the campus school at Brockport. Our children were bused out each day and students from the school were involved in the program. They observed, they acted as teacher aides, and I think through this close contact both with the inner-city children and with master teachers from the inner-city that we are going to make gains in this respect.

Mr. Glickstein. Do you think that Negro teachers are better able to teach Negro children?

Mr. Heiligman. I think they're initially able to establish a good working rapport with children a little faster, but I can't say that this would be the case once our white teachers have established a rapport.

Mr. Glickstein. Do you have special programs at School No. 14 that are intended to take account of the background from which your children come?

Mr. Heiligman. We sure do.

We have a variety of programs under Title I of the ESEA Act, and I can run down the list——

Mr. Glickstein. That's the Elementary and Secondary Education Act?

Mr. Heiligman. Of '65, correct.

If you would like more information, would you stop me?

We have one program, English as a second language, designed to help our Puerto Rican children, many who have arrived at our school directly from Puerto Rico. We have a family nursery program, and this attempt is to involve three and four year olds in a daily program, nursery school.

We have under Title I the three for two program whereby a third certified teacher works with two classroom teachers daily. The hope is to reduce class pupil-teacher ratio in this manner.

We've had extended use of field trips. Our children last year went as far as Niagara Falls, Buffalo, Corning Glass Works. This was a very successful program.

We have an art action center. We have a full-time art teacher working here.

We have an elementary typing program involving one fifth grade class.

We have children in our school involved in the Head Start program. They have been working the last two summers in Head Start.

We have a work education training center just across the inner loop from the school, and this is a full-day nursery program for children in our area. And many of our children have also been involved in the Lighted Schoolhouse which is our Action for A Better Community, our local anti-poverty program. Lighted Schoolhouse, is an attempt to meet the needs of our children, educational needs, by offering tutorial service and extra instruction after school hours.

Mr. Glickstein. Do you think these programs have been effective?

Mr. Heiligman. In general, yes, some more so than others. It's really a little early. Many of the programs just started last spring.

I think our kindergarten teachers last year and our first grade teachers this year feel that the Head Start program and the nursery programs are going to be especially helpful. We'll have a little better indication of this within three weeks when we administer our readiness tests.

MR. GLICKSTEIN. Now, School No. 14 is involved in the Open Enrollment Program under which children from your school can attend several schools which are by and large predominantly white. How many children have left No. 14 on the Open Enrollment Program?

MR. HEILIGMAN. I'm not sure of the total that have left over the three years. I know that last year in the spring there were 69 children in other schools.

MR. GLICKSTEIN. Has this had an impact on School No. 14? Would you say that the cream of the crop left the school?

MR. HEILIGMAN. Some of our more able students did, correct. I think this would be a fair statement.

MR. GLICKSTEIN. Do you think losing students of that sort has had an overall effect on the school?

MR. HEILIGMAN. Losing some of our leadership probably did, yes. I think there was some frustration on the part of teachers initially just after the children left their classrooms. However, after a few months, of course, they went on.

MR. GLICKSTEIN. Now, you were in School No. 50 when it began receiving Negro students. Is that right?

MR. HEILIGMAN. That is right.

MR. GLICKSTEIN. What was the impact of the Open Enrollment Program on School No. 50?

MR. HEILIGMAN. Educationally the program went on—we felt that there certainly were no losses involved after open enrollment started. Instruction continued. All of the children that came to us from No. 9 School moved right into our instruction program.

MR. GLICKSTEIN. You had no special problems, no friction?

MR. HEILIGMAN. There were some parents who expressed concern before it started. There were minor problems mostly during lunch time. But I would say that there were no major crises at all.

MR. GLICKSTEIN. I have no further questions.

CHAIRMAN HANNAH. Mr. Patterson, do you have any questions?

VICE CHAIRMAN PATTERSON. One question, Mr. Chairman.

One of the most frequently expressed reservations among parents when it comes to the integration of schools is that concerning standards, the standard that you require in your school.

MR. HEILIGMAN. Right.

VICE CHAIRMAN PATTERSON. Now, when you have children leaving School 14 lagging one year behind in reading skills, behind the students that you had in your other school which was predominantly white, isn't it true that you are, in fact, having to lower your

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standards in School 14 in order to instruct these children in all subjects?

Mr. Heiligman. Correct. We have the same curriculum citywide.

However, when we find that we have non-promoted, and many of our children are non-promoted, two years, and are at age 14 entering seventh grade, and we have quite a few, we just cannot hold them, retain them in the elementary school. Graduating to high school at 15 is pretty old.

Vice Chairman Patterson. Do you feel, then, that you are penalizing the brighter students in School 14 in order to reach your median level?

Mr. Heiligman. I don't think so. We do have group instruction in the school. We have three levels, or three groups, reading instruction, and there is always one group at the top. There are always very able students who are achieving at grade level. I'm talking about the average student being a grade below.

So we do have facility to move our brighter students ahead.

Vice Chairman Patterson. As I understand it now, 28 of your 35 teachers are white. Is this true?

Mr. Heiligman. That is correct.

Vice Chairman Patterson. It was stated by a previous witness that he agreed with Dr. Conant that your best teachers should come to your inner-city schools. Do you feel that this is the trend here? Are you getting some of the best teachers in Rochester to come to School 14?

Mr. Heiligman. I think I am. I checked yesterday in preparation for this hearing. Of our 26 regular classroom teachers, in terms of training, we found that nine possess masters' degrees, that the average teacher in our regular classroom has had 21 hours of post-graduate work, or graduate work, that our average teacher has 10 years of experience in teaching and has been with us at the school for 4.8 years. We lost two regular classroom teachers last year. Our turnover rate was eight percent.

This does not include our special education turnover rate which is considerably higher.

Vice Chairman Patterson. Do these teachers volunteer, except for these master teachers, these exceptional school teachers, volunteer to come to the inner-city school, or are you providing them with some incentives, financial or otherwise?

Mr. Heiligman. There is no financial incentive whatsoever. I know our teacher personnel division does ask if they would have reservations about teaching in an inner-city school. Many of our folks coming from the schools of education are requesting inner-city.

I think this is an important step. I'm very happy to see it.

Vice Chairman Patterson. Thank you.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. Mr. Heiligman, what is the average number of students in the classes in your School 14?

Mr. Heiligman. As of yesterday, and it changes very rapidly, we had a class size in the kindergarten of 22 per session. Grades one and two, 25, and Grades three through seven, 26.5.

Commissioner Griswold. How does that compare with what you had in School No. 50?

Mr. Heiligman. It's been three years, and it's pretty much the same, perhaps 50 School is around 27.8, 28, something like that. I think I should comment that we have a modified program in our school, and these figures are a little misleading because we try to keep the numbers down to around 20 and 21 in the modified grades. Therefore, we do have classes of 31, 32, 29. So the figures are actually a bit misleading.

Commissioner Griswold. What do you mean by "modified"?

Mr. Heiligman. After the kindergarten or first grade readiness tests are administered, the scores are scanned. The kindergarten teachers do an appraisal sheet on each child as he leaves kindergarten and with this criteria a decision is made as to whether a child is ready to start a regular moving first grade program or perhaps should stay in the readiness stage a little longer.

This essentially would start our modified program. Most modified grade children, first graders, would continue first grade the second year, their second year of school. Hopefully they would then be ready for a regular second grade and go on through the grades at a normal rate of speed.

Some are not ready to go on to a third grade; if they are still not ready, to a continuing third grade, so by fourth grade a number of students may have been non-promoted twice and this accounts for some of the age problems we have.

Commissioner Griswold. How do the facilities and equipment in your School 14 compare with those in School 50?

Mr. Heiligman. Very, very favorably. The big change is that School 50 was built, I believe, in 1955, and School 14 was built in 1914, but as far as equipment goes, we are in very, very good shape.

Commissioner Griswold. Except for the age of the school, then, you would say that the facilities are equal?

Mr. Heiligman. Yes, program, textbooks, audio-visual supplies, we are in very, very good condition.

Commissioner Griswold. Do you have a dropout problem in School 14?

Mr. Heiligman. No, we do not. The State law prohibits this in the elementary schools in New York State.

We do have a definite attendance problem, however. Many of our Puerto Rican children, especially—I believe the mandatory age, school age, in Puerto Rico is nine. I think the children have to attend through Grade three. And when our parents come in, it's hard for them to understand that the requirements are different in New York State.

Commissioner Griswold. Do you have serious disciplinary problems in School 14?

Mr. Heiligman. Yes, we have some.

Commissioner Griswold. More than you had in School 50?

Mr. Heiligman. Yes, sir.

Commissioner Griswold. Turning now to School 50, which, as I understand it, started out with no nonwhite children——

Mr. Heiligman. I think when open enrollment started, we had just one family, three children, correct——

Commissioner Criswold. And then grew to something like 20 percent nonwhite?

Mr. Heiligman. A little more than that, I believe, right.

Commissioner Griswold. We hear, and I know little about this because I don't myself deal with elementary education, but we hear that children are cruel to each other. Were there problems between the white and the Negro children?

I know that the teachers and the administration tried to be fair, but did the white children make it difficult for the Negro children?

Mr. Heiligman. No, they did not. There were minor frictions, at various times, but I cannot say that these problems were great.

Commissioner Griswold. Did they join in play in the schoolyard and things of that sort?

Mr. Heiligmaan. This is correct. Some of our teachers, I am sure, were upset because during lunch time our Negro students seemed to want to sit on the same side of the lunchroom, sit with each other on one side of the lunchroom and this, to me, seemed natural.

In time the situation changed a bit, but I did not believe that we should force—you are going to sit here and every other child should be Negro or white. This was a natural situation and did not present problems.

Commissioner Griswold. What about games? Did they play together or did they play separately?

Mr. Heiligman. No, they played together.

Commissioner Griswold. So you didn't feel that, shall I say, that socially on the child level there was a serious problem resulting from the open enrollment?

Mr. Heiligman. No, I did not.

Commissioner Griswold. Thank you.

Chairman Hannah. Mrs. Freeman.

Commissioner Freeman. Mr. Heiligman, you mentioned that School 14 is in a disadvantaged area?

Mr. Heiligman. Yes.

Commissioner Freeman. How many low-income white families live in this area? Do low-income white families——

Mr. Heiligman. Yes, very definitely.

Commissioner Freeman. Do the children of these families attend School 14?

Mr. Heiligman. A small percentage. Most attend the local parochial school.

Commissioner Freeman. So the majority of the children of the low-income white families who live within the geographical area do not attend the school, the so-called neighborhood school?

Mr. Heiligman. Correct.

Commissioner Freeman. The population of School 50, is that area a geographical area that is all-white? Are there any Negro——

Mr. Heiligman. As far as—pardon me—as far as I know there is just one Negro family living in the 50 School area. This figure is not very recent. It's been two years.

Commissioner Freeman. Are you familiar with the faculty enough to say how many Negro teachers are teaching at School No. 50?

Mr. Heiligman. To the best of my knowledge, there are no Negro teachers there. Now this may have changed this year, but I know that last year there were no Negro teachers.

Commissioner Freeman. You also indicated that at the time that the pupil completes School No. 14 he is about one year behind. How long has this process been in existence? For how many years have the pupils been one year behind?

Mr. Heiligman. I don't know.

Commissioner Freeman. Are you familiar with any programs to cut down this or to equalize the kind of education that is given in School 14?

Mr. Heiligman. I know what I would like to see, and if I may, I would like to see our average class size school-wide cut to 20. I think we can do this by extending open enrollment. Throughout the city this would mean an additional 850 or so students would have to move from their present school. I would very much like to see a remedial reading teacher assigned to our school. We at present do not have one.

I think this would be just one more step to our advantage. I would very much like to see additional counseling service, some community workers assigned to this school. At present we have a full-time school counselor but he is very very busy meeting crisis situations, mostly with our special education students, really to do the job in the community. And we certainly need stronger ties with our parents.

Commissioner Freeman. Just one more question. You heard Reverend Whitaker talk about the need for an attitudinal change on the part of the teachers. Would you have any comment on that need?

Mr. Heiligman. Many of our teachers have been at 14 School or been involved in inner-city teaching for a number of years. As our new people come in, as the new principal arrived two years ago, they seemed to lead the way. There is great depth of understanding generally among our faculty members of the problems of inner-city. There is not the talking down, there is not the feeling the negative feeling, that we just can't do the job. We are in there each day and working very hard at it.

Chairman Hannah. Dr. Rankin?

Commissioner Rankin. Could I rise in possible defense of the young teacher? Isn't it true that some of these teachers whose husbands happen to be graduate students at nearby universities carry an enthusiasm and willingness to teach that some of the old war horses might have lost? Is that correct?

Mr. Heiligman. This is true, some do, Mr. Rankin.

Commissioner Rankin. And, therefore, they are not always bad, are they?

Mr. Heiligman. No, sir, they are not. But once we start in-service training, they become accustomed to our school policies. We dislike seeing them leave very much, and it makes our job much more difficult.

Commissioner Rankin. You say your faculty is equal to that of any other school in the city?

Mr. Heiligman. I certainly feel that way, correct.

Commissioner Rankin. So there is no difference there, is there, in faculty make-up today between the predominantly Negro and the predominantly white school?

Mr. Heiligman. Not that I can see.

Commissioner Rankin. As far as textbooks, do your students today get new textbooks or do they get the dog-eared ones?

Mr. Heiligman. On a new adoption citywide, everyone in the city would receive brand new textbooks. Now there are times when we send used books to our storehouse. If we need them, say the next year, we may receive some used books, but they are always in good condition. They are never mutilated or torn. We have never had delivery from our storehouse since I've been at 14 School which has been poor, generally poor.

Commissioner Rankin. In college, I had the Shakespeare that my older brothers and sisters used, and I've always been thankful for the marginal notes.

MR. HEILIGMAN. It's like the boy that went through half a year with the teacher's book from the previous year.

CHAIRMAN HANNAH. Mr. Taylor, do you have any questions?

MR. TAYLOR. Mr. Heiligman, you said there were not special incentives for your teachers to teach in inner-city schools right now. Should there be such incentives?

MR. HEILIGMAN. I would like to see a monetary stipend involved in this, yes. It is difficult work. You need a creative teacher, a teacher who is really dedicated to the job. There are many frustrations, correct.

MR. TAYLOR. Thank you.

CHAIRMAN HANNAH. Thank you very much, sir. We are very grateful to you.

MR. HEILIGMAN. Thank you for the opportunity.

CHAIRMAN HANNAH. Mr. Glickstein, would you call the next witness?

MR. GLICKSTEIN. The next witness is Miss Hannah Storrs.

(Whereupon, Miss Hannah Storrs was sworn by the Chairman and testified as follows:)

TESTIMONY OF MISS HANNAH STORRS, ROCHESTER, NEW YORK

MR. GLICKSTEIN. Miss Storrs, would you please state your full name and address and occupation for the record?

MISS STORRS. My name is Hannah Storrs. I live at 243 Elmdorf Avenue and I am a classroom teacher.

MR. GLICKSTEIN. And where are you employed?

MISS STORRS. Susan B. Anthony School No. 27.

MR. GLICKSTEIN. How long have you been a teacher at School No. 27?

MISS STORRS. I am going into my seventh year.

MR. GLICKSTEIN. Is that where you began teaching?

MISS STORRS. Yes, it is.

MR. GLICKSTEIN. Miss Storrs, have you been active in civic groups concerned with the problem in the schools?

MISS STORRS. Yes, for a number of years I was chairman of Rochester Core. I also chaired another committee called the Citizens Committee for Integrated Schools. I have been involved with the NAACP at numerous times. I have also done some work with the people in FIGHT.

MR. GLICKSTEIN. Our Staff Report indicates, Miss Storrs, that there are approximately 972 students in School No. 27 and the school is about 72 percent Negro. Does that sound correct to you?

Miss Storrs. That's true, and as of last week, I think we had 1,011 students.

Mr. Glickstein. How well do the children at No. 27 perform in comparison with children in predominantly white schools of a comparable economic level?

Miss Storrs. Now it depends on what you are talking about. When you talk about standardized tests, then quite naturally we fall below the norms set for the city. But I think many times when we talk about our children this is all we talk about and we forget about the positive things that our children bring to school: their willingness to take part in programs and the hard work. You know, many of the standardized tests are verbal tests. They test what the parents know and not what the children know.

Mr. Glickstein. So you would attribute this higher level of performance on the standardized tests to the tests themselves?

Miss Storrs. I would.

Mr. Glickstein. How do the white children at No. 27 perform in comparison to the Negro children?

Miss Storrs. About the same.

Mr. Glickstein. Miss Storrs, to the extent of your knowledge, what is the attitude of most of the teachers in School No. 27 toward Negro children?

Miss Storrs. You see, when we talk about attitudes, it wouldn't be just toward the Negro children. I think the teachers look at the children together. We have some teachers who think of our children as boys and girls who come from crowded homes and aren't able to do the work. We have other teachers, though, who look at our boys and girls, see what they have to bring, and work hard to do their very best. You can never have a school where you have all good people or all bad. We have both.

Mr. Glickstein. Do you say that the attitude is mixed, then?

Miss Storrs. Right.

Mr. Glickstein. Do you think that some of the teachers are aware of the fact that the children are from poor homes and that this affects adversely their attitude toward the children?

Miss Storrs. Yes, I would say this.

Mr. Glickstein. Do you know of any positive steps taken by the Board of Education to deal with the problems of teacher attitude?

Miss Storrs. I know that an in-service course was instituted by the Board of Education, but this was not required. A few teachers elected to take this course.

Mr. Glickstein. What more would you do?

Miss Storrs. One of the things that I would do is to make sure that the administrators of the various schools knew that the children had to perform and also that teachers could not spend their time in the classroom feeling sorry for the boys and girls, spending their time playing rock and roll records, and things that do go on in our public schools. I think that this is one of the first steps that must be taken.

In addition, I feel that we must really get down and change our citywide system. You know, every boy and girl in our school is graded according to the other boys and girls in that school and not a citywide norm. So what you have is a boy or girl going to Madison——

Mr. Glickstein. That's a high school?

Miss Storrs. ——going into Madison from No. 4 School or No. 2 School with an A on his report card.

Mr. Glickstein. Nos. 4 and 2 are predominantly Negro schools?

Miss Storrs. Right. Not having the same kind of grade if he had gone to No. 50. For instance, some of our boys and girls who have been involved in open enrollment who had good marks when they went to these receiving schools ended up as lower students. This was bad for the child. The child thought he was doing good work, he had been given a grade, a passing grade, above average, went to another school and his grades fell down. We see, many of us, that if we are going to really do something about integrated schools we must have a citywide marking system.

I know some people will say that this will harm the ghetto children. I do not feel this way since I grew up in the third ward and went to No. 3 School. And I feel that every student must be treated as a person. If you let that student know that you will accept a bad paper, this is what he will give you. If you let that student know that you are interested in him and you want him to do good work, he will do this, also.

I know that some of our children come to us with poor work habits, with poor reading habits, but I feel that it is the classroom teacher's job to try to improve this. Each teacher can do it in a different way in our system. We heard people talking about there are three reading groups in some classrooms. Some teachers have felt that they have had to have as many as four and five different reading groups to fit the needs of the child. In other schools, they have not been able to do this. They've been limited to the so-called three reading groups. So I think when we talk about what we are going to do and what's being done that we have to talk about what's being done in all the schools and not just in the inner-city schools. I know I dislike this term "inner-city" very much, and I dislike the fact that we say that our children in the inner-city schools are suffering. I also feel that the children and the schools that are not racially imbalanced suffer, also. And I think that too much time is spent on what we are losing and not enough time on what other people are losing by not having a chance to meet with us and learn what we have to offer.

Mr. Glickstein. Are you saying also, Miss Storrs, that most of the teachers in No. 27 do not have high enough expectations for their students?

Miss Storrs. I am saying that many do not.

Mr. Glickstein. You mentioned a reading program in your school. What other special programs have been instituted in School No. 27 that deal with the problems of the children?

Miss Storrs. A program was started in our school a few years ago on a voluntary basis where the teachers had club groups and we did this on our own. It came from a meeting of the principal and many of the teachers where we had groups after school. For instance, we had a charm club. We had a creative writing group. We had a group that played chess. We had many, many other activities that came from the teachers themselves, and this helped the children know that they were there for them and that they could come and call on us for various things.

Mr. Glickstein. Are there other compensatory education type programs that you have?

Miss Storrs. Our school is part of Project Beacon and our grades K through 3 are involved in this program.

Mr. Glickstein. Project Beacon is a city-run compensatory education program?

Miss Storrs. It's part of the State Program, Project Able.

Mr. Glickstein. Do you feel that compensatory education programs such as Project Beacon can succeed in predominantly Negro schools?

Miss Storrs. I think that they will succeed only if you have teachers who are dedicated teachers. I think that if you are going to have compensatory education, you must think of the people who are involved. Poor teachers who are involved in Project Beacon are still poor teachers. Good teachers who are involved in Project Beacon are still doing a marvelous job. They did it before and they will always do it.

I do not think that this has anything to do with Project Beacon involving classrooms in the inner-city. Now what we find in our other schools also are low achievers. We do not just find the low achievers in the inner-city. So if we talk about integrated schools, we could do something about this and still put, if you wanted to, people who achieve low on tests together. You still have integration. You would still have people who would be working on a level. There are people who are interested in this kind of education, also.

Mr. Glickstein. Do you think there is a stigma attached to a predominantly Negro school?

Miss Storrs. Yes, I do. I know in the seven years that I've been at No. 27 only once have we had a volunteer to transfer from another school within the system and that happened this year.

Mr. Glickstein. Do you think that putting a compensatory education program in a predominantly Negro school tends to increase that stigma or doesn't it have any effect on it?

Miss Storrs. I think it does to the outside community because what they ask is, you know, why are they spending all this money in these schools. Those children must not know very much, so they have to put this money in. Why can't they use this money for all of our children?

Mr. Glickstein. Miss Storrs, School No. 27 was one of the schools involved in the Triad Plan, the Extended Home Zone Plan, by which three schools were placed in the same zone and children could transfer where space was available. Statistics in our Staff Report indicate that School No. 27 was in a triad with two other schools that were predominantly white, that before Triad went into effect the percentage of Negroes in School No. 27 was 60.5 percent, and after Triad the percentage went up to 71.9 percent. Could you explain why this happened?

Miss Storrs. I think that a number of the white children within our school took this opportunity to transfer out. There were a number of the Negroes within our school system, within our particular school, who wanted to go to other schools, also. I think that it was explained to parents in a wrong way. Many parents who filled out the papers thought that their child could go to one of the two receiving schools from No. 27, and they found out later that they could only go if they had space. This created untold confusion within the school, also.

Mr. Glickstein. Just to clarify the record, the other two schools in the Triad were Nos. 11 and 25 and our figures indicated that before Triad went into effect, No. 11 had less than 1 percent of Negro children and this increased to 1.8 percent and that No. 25 had about 3½ percent and this increased to 6.2 percent. Was this an increase accounted for by children from No. 11 or No. 25 transferring to No. 27?

Miss Storrs. I think that some of the children came from 27, but I also know that some new families moved into the area.

Mr. Glickstein. I have no further questions.

Chairman Hannah. Mr. Patterson?

Vice Chairman Patterson. Miss Storrs, we've heard testimony that 95 percent of beginning students at School 14 in this city were reading below the citywide median at the beginning. Do you believe it's fair to mark these children on a citywide basis before you have some remedial instruction?

Miss Storrs. Well, what I am talking about, and I think that this should be clarified, also, is that we need a number of things in all of our schools. All of our schools could use remedial reading teachers. Now if we want to encourage our children to do their very best we cannot pamper them and this is what this amounts to. You see, you are supposed to receive an academic report card. This is what it's supposed to be. Now if a child comes home and says to his parent, "Mother, look at my card, I received a C or a B in reading," the parent looks at that card and doesn't bother to go in and have the teacher explain this card. The parent assumes that his son or daughter is reading at an average level. The parent does not know that that child is reading a grade or two below level. And I think that this unfair to the child and to the parent.

Now if that parent moves and this did happen to some nieces of mine who moved out of one school district into another into No. 16 School District, and what happened the children had received one mark in a school, and we found out that the younger child could not read at all. Because of this she had to be tutored. And she had passed from one grade to another. Now I do not think that this helps the child, by giving them a grade just so they can take this card home to the parent and say, "Here I am, I've made it." It will catch up with the child as he goes on, as he goes on into high school. When he comes to a time when he has to take a citywide test and they are not going to say, "Well, that child went to one of the so-called inner-city schools and he was marked on a different level." He will get a C or a D according to the citywide norms, not school norms.

Vice Chairman Patterson. But since he is beginning behind, even if a certain social stigma or educational stigma does attach to a school where you have compensatory education, shouldn't you have that compensatory education where the compensation is needed? Not in all the schools——

Miss Storrs. This is true, and this is what we are saying. All the children in the inner-city schools do not need compensatory education. Some of the children in the other schools need this, also. So if you say you are going to have a compensatory educational program in the inner-city schools, then you are cheating those other children also and you are penalizing the children in an inner-city school who are able to achieve at an average level.

Vice Chairman Patterson. And you are for compensatory education for any child in any school who needs the compensation?

Miss Storrs. That is correct, right.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. Miss Storrs, do you know what the average enrollment is in your school?

Miss Storrs. Per class?

Commissioner Griswold. Yes.

Miss Storrs. I can only speak for the upper grades and I know we are running about 31 per grade for the fifth, sixth, and seventh.

Commissioner Griswold. How many regular, full-time elementary teachers are there in your School 27?

Miss Storrs. We have about 34. I didn't take the time to count, so I really don't know.

Commissioner Griswold. How many of them are Negro?

Miss Storrs. Six.

Commissioner Griswold. Do you feel that the facilities and equipment in School No. 27 are the equal of those in other schools in the Rochester system?

Miss Storrs. Well, last year we received some new audio-visual material that we had not had before. Our textbooks were new because some new textbooks came into the system in math. Many of our other books are new. We order new recreational reading books every year. But what we have is some of the equipment that isn't being used. Some of the equipment again, and this depends on the teacher, you'll find that in many buildings you have books that can be used for ego development that are only used by certain grades and this is why I feel with this whole thing of Project Beacon that if we are going to have this kind of program where we are developing ego and the material is available in the school, that it should be available to each and every child in our system, instead of just those who live in our inner-city and with Project Beacon we only have four schools who are using this material for ego development.

You see, what we have here, and boys and girls in the inner-city and in other schools really believe when we talk about our ancestors from Africa that they still swing around in trees, and they really believe that there is no hope for them to achieve. We have no models for them to emulate. I think that this is something that we have not talked about.

Commissioner Griswold. That's interesting, but I think it is not wholly responsive to my question, which was simply whether you feel that the facilities and equipment in your school are equal to those in other schools?

Miss Storrs. Again, when I say that I can only speak for what we have and I can tell you exactly what we have. Now I can talk on another plane, and I can tell you what people have told me, and I think that this is quite different. You see, knowing something because you have seen it is not the same as repeating something you have heard. And we go back again to textbooks, particularly in the high schools, and this goes back to a few years ago, math and social studies in one of our high schools, and some of our boys and girls who went to summer school found that textbooks were available to them that they did not find in their home school.

Commissioner Griswold. Could you answer the question with respect to your School 27?

Miss Storrs. This is what I'm trying to do, and I'm trying to do it by showing——

Commissioner Griswold. Your school is not a high school?

Miss Storrs. I'm trying to show you equipment-wise when we talk about inner-city schools, now we take my school again, No. 27, and we talk about the things that have been put into this school, new books, various things. We can go to other schools in the city who have other things that we do not have. I would not say that this is always because the Board of Education did not give out this kind of material or equipment. But there are things other schools have that we do not have.

Commissioner Griswold. Could you have them if you sought them?

Miss Storrs. What you have here again, the classroom teacher does not always ask for the material. We do not always know what is available.

Commissioner Griswold. Thank you.

Chairman Hannah. Mrs. Freeman.

Commissioner Freeman. Miss Storrs, did I understand you to say that the lower expectancy of the pupils on the part of the teachers is generally in the area that is so-called socio-economically low, that in the School 27 or School 14 that this is a problem, that the teachers don't expect as much of the pupils——

Miss Storrs. I said many teachers do not.

Commissioner Freeman. They do not. Do you consider this as a deterrent to quality education?

Miss Storrs. Yes, I do.

Commissioner Freeman. Do you consider that this is damaging to the educational system?

Miss Storrs. I do.

Chairman Hannah. Dr. Rankin.

Commissioner Rankin. You mentioned in your testimony that what the Negro student desires is to be treated as a person. Am I correct?

Miss Storrs. That is correct.

Commissioner Rankin. Isn't that the solution for most of this racial trouble, that whenever Negroes are treated as persons we are going to get rid of most of these problems?

Miss Storrs. And not as a special individual.

Chairman Hannah. Mr. Taylor.

Mr. Taylor. You were talking about ego development a moment ago, Miss Storrs. What effect do you think it has on children when they grow up in a segregated school environment, on their ideas about themselves, their ego?

Miss Storrs. Well, I had an interesting experience this year when school started, and I think that this might demonstrate to you what it does to a child.

I put up some pictures that came from the American Heritage Calendar. I put them on my door and on one of my bulletin boards. The boys and girls came and they looked at them, and they looked at them for three days before they asked about them.

I think that this shows that they did not know that Negroes had done many things. They did not know anything about our history, what we have contributed to the American culture. And they were afraid to ask. They had never asked about this. They had never felt that they could ask about this.

Mr. Taylor. Thank you.

Chairman Hannah. Thank you very much, Miss Storrs. We are grateful to you.

According to our schedule, we'll now adjourn for a recess until 2 o'clock.

(Whereupon, the hearing was recessed, to reconvene at 2 p.m. of the same day.)

FRIDAY AFTERNOON SESSION

SEPTEMBER 16, 1966

Chairman Hannah. Since we have a different reporter this afternoon, Mr. Meier, will you stand to be sworn?

(Whereupon, Mr. Kenneth D. Meier was sworn in as Official Reporter.)

Chairman Hannah. Mr. Glickstein, will you call the next witness?

Mr. Glickstein. The next witness is Mr. Joseph Merenda, who will be questioned by Mr. Littlejohn.

(Whereupon, Mr. Joseph Anthony Merenda was sworn by the Chairman and testified as follows:)

TESTIMONY OF MR. JOSEPH ANTHONY MERENDA, ROCHESTER, NEW YORK

Mr. Littlejohn. Please state your full name, address, and occupation.

Mr. Merenda. Joseph Anthony Merenda, elementary school principal, School No. 3 of Rochester. My home address is 19 Whitby Road, Rochester.

Mr. Littlejohn. What positions have you previously held in the Rochester School System?

Mr. Merenda. I was an elementary school teacher at School No. 30 for a period of eight and a half years. I was the classroom teacher at the Children's Shelter. This is also a city school district position in Rochester. For a period of three and a half years, I was the advising teacher at School No. 9 in Rochester.

Mr. Littlejohn. What is an advising teacher?

Mr. Merenda. An advising teacher is a staff member who assists the school principal with problems related to behavior, related to pupil management and adjustment and following my position at School No. 9, I was the principal of School No. 44 in Rochester for a period of two years and I have just completed one year at School No. 3, beginning my second year at this time.

Mr. Littlejohn. How many students are there at School No. 3?

Mr. Merenda. Approximately 700 as of today.

Mr. Littlejohn. How many of these students are Negro?

Mr. Merenda. The vast majority, upwards of 98 percent.

Mr. Littlejohn. What was the racial composition of the students body at School No. 44 when you were principal?

Mr. Merenda. 44?

Mr. Littlejohn. Yes.

Mr. Merenda. School 44 was predominantly white. The percentages were approximately 97 percent my first year, '63–'64, and approximately 91 or 92 percent my second year, '64–'65.

Mr. Littlejohn. How did the achievement and performance of children at School No. 3 compare with the achievement and performance of children at School No. 44?

Mr. Merenda. In general, our standardized test data indicates that the boys and girls at No. 3 School, where I am presently, achieve somewhat lower than the children at School 44.

Mr. Littlejohn. To what do you attribute this difference in achievement?

Mr. Merenda. I would say that the basic cause for difference is that the children from No. 3 School are culturally different in the main from the boys and girls at School 44. That the No. 3 School area and district could be characterized as one where poverty is a very pronounced factor, hence, all of the concomitant derivatives of poverty are far more evidenced and notable in the school population at School No. 3, and I would hasten to add that this factor is essentially responsible for the differences which we have noted in standardized tests which the children have taken from the city. In addition I would offer the view that the tests themselves depend a bit more heavily upon language orientation, and this in itself needs to be understood because the children at 44 School are more fluent, more facile in their use of language, hence they have this edge on this advantage when it comes to taking the tests.

Mr. Littlejohn. Mr. Merenda, is there a stigma attached to a predominantly Negro School like School No. 3?

Mr. Merenda. Stigma?

Mr. Littlejohn. Yes.

Mr. Merenda. I would say that to the extent that this stigma exists in our society, that this same stigma would be felt in all of the institutions which comprise our society, the school included. My answer, therefore, would be that today in 1966 there is this characteristic of stigma. However, we who work there, do not carry a stigma. We do not bring it into our daily work. We feel that this is a great opportunity for us, so those who are on the staff of School 3, myself, we may be aware of this overtone of stigma which exists in our society, but as far as we are concerned, we operate without this stigma.

Mr. Littlejohn. How does this stigma affect the performance of students at School No. 3?

Mr. Merenda. This is a very complex question really: the children come to school perhaps without the sharp orientation to school as I contrasted with School No. 44. To this extent I would say that the stigma which exists may have some effect upon them.

Mr. Littlejohn. Do you believe that it is possible to achieve quality education in a school which is almost 100 percent Negro?

Mr. Merenda. If every conceivable aid could be brought together and we can use a lot of additional help—let me say this at this point— in our educational program, if we could think of extra services, extra teachers, extra materiel, and all of these things which would certainly help improve the quality of education, it is my view that absent would be the very important element in our democratic society which can only be achieved through an integrated school or an institution. I cannot see where in my definition of quality where you could have the optimum quality education in this school which would be say 100 percent Negro, or for that matter 100 percent white. I see quality education as encompassing more than the academic performance of a child, important though this might be. The attitudes and the appreciations and the ideals of our land cannot be adequately taught in a school where the children do not see the racial mixture of our Nation. I see a continuation of stereotypes, for example, in a situation where racial lines are purely segregated, and this to me is one of the major problems in the educated process that the stereotypes which we have had for such a long time can only be continued and preserved, if you will, in situations where we have total segregation. So I guess what I am saying is that quality education is such a broad consideration that I do not see it as being achievable in a situation where you have this segregation.

Mr. Littlejohn. Mr. Merenda, are Schools 3 and 44 involved in the Open Enrollment Program?

Mr. Merenda. Yes, they are.

Mr. Littlejohn. Which is a receiving school?

Mr. Merenda. School 44 was when I was there a receiving school, and it still is. School 3 is a sending school.

Mr. Littlejohn. What has been the effect of the Open Enrollment Program on the children and teachers who are left in the sending school?

Mr. Merenda. When the open enrollment experiment was started in Rochester in February of 1964, I was not at School No. 3; therefore, I am at a loss as to the direct or concrete experience and evidence which could tell you more completely just what the impact was. However, I did arrive at School No. 3 in September of 1965, and there was some feedback from some staff members. I would characterize it as a mild dissatisfaction in the manner in which children were selected. Some of them felt that only the children who were the top achievers at School No. 3 were selected and that it was unfair to them as teachers, that it was unfair to the school population that this should be approached in this manner. However, being at a receiving school, in other words, at both ends of the line I could say that this was not the case completely and purely, that children were not selected purely and simply on their achievement basis alone. But in the views and minds of some of the teachers I believe it would be fair to say that some did feel this way. However, they accepted it. It was just a mild criticism. As far as the children at School 3 and the reaction of them to open enrollment, I have very little feedback from the boys and girls. They don't talk about it to me. Occasionally a child might ask if he could be included in this plan, but this is really—has been the exception. There has been very little feedback from the boys and girls at No. 3 School. They know that the program exists, but very little talk about it.

Mr. Littlejohn. What has been the impact on the receiving schools?

Mr. Merenda. As far as the children and the teachers?

Mr. Littlejohn. Yes, as far as the children and teachers are concerned.

Mr. Merenda. Well, at 44 School as we prepared for open enrollment which began in February of 1964, our teachers started to prepare as well. They knew that this would mean some reorganization in the school, that newcomers would soon be entering and that this needed to be planned for. I believe that they initially, right from the start, accepted the idea, this directive from our Board of Education. Some expressed certain apprehension as to what this would mean, but I do believe that as the problem began to clear up, as we began to understand what this would really mean, the numbers that would be coming, the grade levels and so forth, that our teachers began to dedicate themselves to doing the finest job possible into implementing this particular plan. We have a series of in-service programs. They took part in them with great interest, and I do believe that in the four months of the initial operation, that would be February through June, four or five months, that the program ran rather smoothly.

As far as the children are concerned, I can recall the day that the children from No. 14 School did arrive and there had been some preparation in their classrooms, but through our own agreement, that is the staff and myself, this was not going to be something that we so emphasized and so built up that it might bounce back and create all kinds of problems. We talked about it in our classrooms, but not in a very heavy way. I would say that the children from 44 School were excited about this and were waiting for the 32 children who came from 14 School with the characteristic excitement of children receiving new children to their school. And during the course of the four or five months through June that the reception by the children at School 44 was amazingly smooth and without any real serious problems, some very nice friendships started. There was a minimum of difficulty.

Mr. Littlejohn. Mr. Merenda, what do you believe the school administration might do to achieve a better racial balance in the Rochester schools?

Mr. Merenda. What do I believe it might do?

Mr. Littlejohn. Yes.

Mr. Merenda. Well, I do think that the programs that are in existence at the present time, namely Open Enrollment, Triad, cooperation with districts outside the city school district are definite and tangible. These things are definite evidence of what the city school district is doing, and I would add that I believe that these programs will be maintained for a while, that the new relationship with urban centers, with urban areas, rather, an attempt will be made to expand this to include more of them, and that as new schools are constructed, the one at Waring Road, for example, and this is public knowledge, that the planning that has gone into this new junior high school gives evidence to a policy of planned integration. I do believe that the Board of Education and the city school administration at the present time are following this trend or this particular policy and will attempt to expand it somewhat.

Mr. Littlejohn. Thank you, Mr. Merenda. Mr. Chairman, I have no further questions.

Chairman Hannah. Mr. Patterson, any questions?

Vice Chairman Patterson. No questions.

Chairman Hannah. Mr. Griswold?

Commissioner Griswold. No.

Commissioner Freeman. Mr. Merenda, I get the impression that the Open Enrollment Program is one in which there is a sort of control in terms of selection of the pupil to be assigned to the receiving school. Is this correct?

Mr. Merenda. Some criteria had to be established because there were, there was such an overwhelming response and not enough positions, this is my understanding. That is, there were more requests for transfers through open enrollment than there were actual places in city school district, because this was contingent upon the number of vacancies in the receiving schools and that as a consequence some standards and some lines of criteria were established in order to select those who could go and others were placed on the waiting list.

Commissioner Freeman. What was the criteria?

Mr. Merenda. The criteria was essentially the devisement and the development of a form. This is how I saw it. I, myself, was not personally involved in the establishment of it. Indirectly, perhaps, such factors as achievement were considered of some importance. Such factors as report card grades. The teacher's recommendations loomed very heavily. That is, the classroom teacher in the sending school had much to say about this, whether or not this individual child was known to the mental health clinical services, that is social work and psychology department. These were some of the matters that were considered into establishing who these children were and something about them.

Commissioner Freeman. So then it was controlled?

Mr. Merenda. To this extent and because of the limitations of numbers I would agree that perhaps it was controlled in this regard.

Commissioner Freeman. Thank you.

Commissioner Rankin. No questions.

Chairman Hannah. Mr. Taylor?

Mr. Taylor. No.

Chairman Hannah. Thank you very much, sir. You are excused. Mr. Glickstein, will you call the next witness?

Mr. Glickstein. The next witness is Mr. Arnold Cantor.

(Whereupon, Mr. Arnold Cantor was sworn by the Chairman and testified as follows:)

TESTIMONY OF MR. ARNOLD CANTOR, ROCHESTER, NEW YORK

Mr. Glickstein. Mr. Cantor, will you please state for the record your full name and address and occupation?

Mr. Cantor. I am Arnold Cantor. I live at 4161 St. Paul

Boulevard and I am the vice principal of Madison High School in Rochester.

Mr. Glickstein. What are your responsibilities as vice principal?

Mr. Cantor. My responsibilities are threefold: for instruction, for guidance, and for discipline.

Mr. Glickstein. What additional positions do you hold in the teaching area or in the academic world?

Mr. Cantor. I have been, until the end of the last school year, the president of the Rochester Teachers' Association and, therefore, I am its immediate past president.

Mr. Glickstein. Our Staff Report indicates that the enrollment at Madison last year was approximately 980 students, 61.2 percent of whom were Negroes. Is that about what it is this semester?

Mr. Cantor. No, sir, your figure of 980, did you say?

Mr. Glickstein. 979, 980 last year.

Mr. Cantor. No, our enrollment last year was between 1,700 and 1,800.

Mr. Glickstein. And about 61 percent of the student body was Negro?

Mr. Cantor. Yes, sir, that's true.

Mr. Glickstein. What is the size of the faculty at Madison?

Mr. Cantor. Well, I counted this morning to be sure. We have 113 on our staff.

Mr. Glickstein. How many of these 113 teachers are Negro?

Mr. Cantor. Seven.

Mr. Glickstein. Are most of the students that enter Madison prepared to undertake high school work?

Mr. Cantor. Well, certainly a substantial number of them are not. I have some data, if you are interested in the data, but I think that the entering students, we have Grade 7 through 12 in addition to special education and our entering 7th graders, the last analysis we did was last fall, and it showed that about 51 percent of the students coming in were at least one year behind grade level and in the 8th grade it was 46 percent behind grade level.

Mr. Glickstein. What are the greatest areas of student deficiencies?

Mr. Cantor. The greatest deficiencies are in reading and arithmetic skills.

Mr. Glickstein. Do you have special programs at Madison designed to deal with children of this sort?

Mr. Cantor. Yes, we do. Two years ago—let me say first that we have a very extensive reading program. We have a full time reading coordinator in the building and we have five reading teachers who teach only reading and we require of each 7th and 8th grade student that they take one period a day of reading with the exception of those who take foreign language. This is not necessarily remedial. This is developmental reading. The reading program, therefore, reaches just about all of our entering students, and we, two years ago, in order to group to the best advantage, we tried to determine what level each youngster was reading at and re-group them in an attempt to meet them wherever they may be and we worked with them all of last year that way. It is encouraging, the results have been very encouraging and shows that we are making progress and they are gaining more in reading skills last year than they did the year before without the attempt at better grouping. This year we are going to do the same thing with our mathematics classes. For years we have been teaching 7th grade math, because the youngster was in the 7th grade, regardless of whether that youngster could add two and two and come up with the right answer and this year, as a matter of fact, next Tuesday, we are going to do a math inventory skill test with each 7th and 8th grade student and try to re-group them within the framework of our program and make an attempt to reach each youngster at whatever level he may be working and we hope this will help him in math.

In addition to that we have some special projects bordering on cultural enrichment. The Junior League of Rochester has two groups and we are adding a third group now of approximately 30 youngsters each, which they follow through their high school career, and try to get them into a broader horizon kind of thing. We also have a special program for another kind of deficiency which we have discovered. Many of our youngsters come to us either directly or indirectly from Southern schools.

Mr. Glickstein. About how many would you say?

Mr. Cantor. Well, the data I have is on families and it shows that about one-third of our families in the community—and by the way this is the third that is apt to be most mobile—come to us from either directly or almost directly from the South, so that we are taking in at least 100 to 150 students directly from South Carolina, Georgia, and so forth, and we have found that they come to us, sometimes with credentials, sometimes without. But in almost every case they come to me in the school, so I have first hand knowledge of this. They come with great desire to learn. They come to the North because they have heard this is the chance for them to get an education and I have found that regardless of credentials presented, that their functioning academic level is usually considerably below any of our regular grade placements and so we have set up a program which we call a New Entrant Program for lack of a better terminology, taught by our very best teachers in subjects of English, social studies, and mathematics.

This is a small group. We keep it small. I think the largest it ever has been was 11, with the idea of asking the teacher to survey this youngster and see what he can do in this particular area and move him into whatever regular class situation he might be able to function in.

Some of the students stay in the program a week or two. Some stay a whole year. This isn't meeting our complete need because of numbers, but I think it is a start in that direction.

Mr. Glickstein. Our Staff Report indicates that Madison has the highest dropout rate of any high school in the city. Are most of these dropouts Negroes?

Mr. Cantor. Well, let me say this. We don't keep our data on the basis of what color the student is, so that my answer to you would have to be judgmental.

As a matter of fact, we never kept data on color until recent years when civil rights pressures have made us do this. We are trying to deal with the child. I would have to guess that a disproportionate large number of the drop-outs as compared with the racial proportions in the school body are Negroes, yes.

Mr. Glickstein. Do you have programs designed to reach students that are identified as potential dropouts?

Mr. Cantor. Well, we have not nearly enough. We are moving in this direction. We have five counselors at the school and some of them are very highly trained and are trying to move out into the elementary schools.

Mr. Glickstein. You have five counselors then for 1,800 students?

Mr. Cantor. Yes, our numbers this year are down to about 1,550, so we have five counselors for the six grades plus special education. So we have a check list based on available research showing the traits of a person who probably possesses X number of these traits might very well be a dropout. We try to identify them down in the grades and then give them special counseling do, but we are making an effort. attention. We are not doing nearly as much as I would like to

Mr. Glickstein. How many of your students go on to college?

Mr. Cantor. Of course, it varies with each class, but it usually runs 22, 24 percent.

Mr. Glickstein. Are most of these students white or Negro?

Mr. Cantor. Again, we don't keep our records this way, but certainly on observation, it would be safe to say a disproportionate number of white students are involved in those that go on to college.

Mr. Glickstein. Now, Madison has a Regents Program which we understand from our Staff Report is a program designed for students planning to go on to college. What percentage of the students at Madison are in this program?

Mr. Cantor. Approximately one-third of the student body is in the Regents Program and, if I may, I would like to speak to this point a bit. I know, I think I am sensitive to the fact that the Regents and non-Regents Program in our school and probably in every high school is a very sensitive point with our community.

Ostensibly, the Regents Program is for the college-bound youngster and those of you who are not from New York State perhaps don't know that these are statewide examinations at the end of many courses. I think it is unfortunate, I think it is one of the contributing factors to some of our problems that we need to put labels on our classes and we need to put labels on our children. This is a very difficult situation and I wonder if maybe one of the things that might come out of this kind of hearing and some others would be to do a re-evaluation of what has been going on for the last 100 years in this area of Regents courses and Regents examinations in terms of its values in our society today.

Mr. Glickstein. How does a child get into the Regents Program?

Mr. Cantor. Well, the elementary schools are not divided as such into Regents and non-Regents tracks, although again there is some ability grouping going on. As they enter the high school we have individual reports from the classroom teacher. We have an accumulation of standardized test data and on the basis of the recommendation from the teacher, the test data and very often recommendation from the elementary school principal, we will usually at the point of entering, put them in either a Regents or non-Regents classification. However, this is not a hard and fast or closed situation. Many of our youngsters move back and forth freely from Regents to non-Regents depending what develops as they actually attend the school.

Mr. Glickstein. Does this program have any particular impact on the Negro students?

Mr. Cantor. It is hard to measure this kind of thing. I do feel that probably one of the best things that we can do for our students in our school, is to throw out all of the standardized aptitude tests, so called I.Q. tests, because they are so culturally biased and because they don't measure what they are supposed to measure and although we, who are working with the children, try very hard to use those test results wisely by saying look, this is only one little bit of the story and saying we are not even sure that it is telling us anything about this youngster. Nonetheless I do think that even going through the process of taking the test can be a damaging thing to many people who are already frustrated in many, many ways educationally. I think this is another source of frustration and I think the idea of running a test score through a machine and coming out with a national norm and a percentile rank and then printing a label and putting that label on the student's cumulative record for the rest of his life is a harmful practice and I think it does an injustice to many of our kids. I refuse to believe the data which I have in front of me, which my research showed that almost half of our students are actually "D" and below in mental ability. I know this isn't true.

Mr. Glickstein. You think the test scores don't really reflect the potential of the students?

Mr. Cantor. That is right. I think that they do not measure what they purport to measure.

Mr. Glickstein. And you think that this discrepancy is even more true of the Negro population?

Mr. Cantor. I think that we are dealing here with socio-economic factors more than color factors. Of course the color comes into it, but for five years, I was the Dean of Students at practically an all-white school in Rochester and where the socio-economic factors were the same the problems were the same so that I don't think it divides along color lines, but I think that the tests, at least any tests with which I am familiar are definitely biased in favor of those who are skilled in language, who do lots of reading, who have some kind of cultural background in the family unit, etc., and, therefore, I feel that they are doing our children an injustice.

Mr. Glickstein. What kind of reputation does Madison High School have in the community?

Mr. Cantor. I think a rather poor one. Here again I think if I had to analyze our two major concerns in the school, beyond the immediate one of education, I think that how our community sees us certainly would be one. My experiences show me that if we can draw people into our school during the school day and have them come and visit classes and see how we work and what is going on that their opinions change. We have many, many things that we would like to do better, but we are well aware of the fact that we are not getting credit in general from the community for the things that we do very well, and sometimes our most vocal critics are people who have never stepped foot in the classroom. Now this is something we have to face up to and I would desperately like to see some community relations person on our staff, someone who could go out in the community and sit down, some of us are beginning to do this now, but this is a changing process and it is going to take a while.

Mr. Glickstein. Do you think this image affects the students and teachers?

Mr. Cantor. Yes, I think it does. Again, a difficult thing to measure, but I feel that each of our students walks a little less proudly than he should because of this stigma and I know that on some occasions where there has been some unfavorable publicity—

and by the way most of our unfavorable publicity is a community problem, people who are not students but just the surrounding community—I know that on one occasion last May that several of the students came to me and said, "Isn't there some way that we can get the message of this school out to the people so that they know what we are really like?" And our advice usually has been to react to a specific thing, only fanned the blaze.

But I think we are all frustrated. We don't know how to bring the true message of the school to the community.

Mr. Glickstein. I have no further questions.

Chairman Hannah. Mr. Patterson?

Vice Chairman Patterson. Mr. Cantor, we heard testimony from an elementary school principal this morning who is in a school 90 percent white, that 28 of its 35 teachers were white. Your school being 61 percent white, yet 106 of your 113 teachers are white. What is the reason for this small number of Negro teachers?

Mr. Cantor. Well, I'll try to give you a good answer to that question. First of all, I think that there are relatively fewer Negro applicants, that is Negro teachers applying for jobs. Secondly, I feel that it is important for us to get the very best teachers for our staff that we can, and with a definite number of Negro teachers coming into the system, I think—I don't know whether this is by plan or it has just happened, I can't speak for the city school administration, but I think anyhow it is very wise that there are many highly qualified Negro teachers teaching in the schools that are predominantly white because I feel it is very important for the white children to see a successful Negro teacher in the classroom. We have found, again from experience, that a Negro teacher does not seem to function any better in our school than a white teacher. It depends upon that person, his personality, his training, his knowledge, his interest in the kids. And I don't think this is a factor at all.

Vice Chairman Patterson. Is there a shortage of Negroes applying for teaching positions in Rochester in your opinion?

Mr. Cantor. Well, I don't know how to answer that.

Vice Chairman Patterson. Let me clarify my interest in it. This Commission held hearings in Cleveland and we found a very large number of Negro school teachers leaving the South and applying for positions in Cleveland. I wondered if that pattern was not showing up in Rochester?

Mr. Cantor. I don't know this, sir. Someone from the personnel department would have to answer this. We don't see that number of teachers.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. Would you have any opinion, Mr. Cantor, as to the proportion of Negro students in your school or in the Rochester School System generally who are of Puerto Rican background on the one hand and/or what we might call domestic background on the other? What I am trying to get at is what extent this may be a language and cultural problem rather than a racial problem.

Mr. Cantor. Well, in our school we have had practically no Puerto Rican children. This year I have noticed a slight increase. Of course, school has only been in session a short time, but we don't have the data available, but it looks to me as though we have gained a little bit in our Puerto Rican development. Our school is almost entirely Negro and Italian. Those are the two predominant cultures.

Commissioner Griswold. And the Negro, I take it, is what I referred to as domestic.

Mr. Cantor. Domestic, I think that's by your definition, yes.

Commissioner Griswold. Then you aren't experiencing in your work an influx of people from Puerto Rico?

Mr. Cantor. Not a sizeable number, no, sir.

Commissioner Griswold. Do you have any understanding or awareness that there is such a situation in the elementary or other schools?

Mr. Cantor. I have the understanding that in certain sections of the city this is a problem and it has not been an important factor in our school and in our immediate area.

Commissioner Griswold. Thank you.

Chairman Hannah. Mrs. Freeman?

Commissioner Freeman. Mr. Cantor, do the students who attend Madison High School attend because they reside in a certain geographical area?

Mr. Cantor. Yes, ma'am, the city is divided into school districts with an elementary school feeding pattern so that our students attend Madison on the basis of where they live. We have some exceptions. That is, there are some students who want to attend Madison who have since moved to other areas, and there is provision for them to have special permits to stay at Madison if they so desire and we have several students this way. But generally it is based on their address.

Commissioner Freeman. Are there white pupils who reside within the geographical areas of Madison High School who attend other high schools?

Mr. Cantor. Yes. Many of them attend parochial high schools. We have probably a disproportionately high number of white students who find their way to the Technical and Vocational High School in the city, which does not have the same kind of district lines.

Commissioner Freeman. Do you have any estimate of the percentage of white pupils who reside in the geographical area who attend parochial schools?

Mr. Cantor. I don't know that. I would—if you are asking the percentage of the total white population, that is?

Commissioner Freeman. Within the geographical area, yes.

Mr. Cantor. I would guess this would be somewhere around a third, but it is strictly a guess.

Commissioner Freeman. You also indicated, Mr. Cantor, that over half of the pupils in Madison, I believe, have not passed the Regents test. Is that correct?

Mr. Cantor. No. I was referring there to mental ability tests not Regents tests. The Regents tests are the tests that come in June. In the school final examinations in certain subjects, there are statewide tests called Regents tests. When I spoke of over half, I was speaking of measured mental ability on the basis of various standardized I. Q. tests or aptitude tests.

Commissioner Freeman. And you have indicated some dissatisfaction with the standardized tests?

Mr. Cantor. Yes, ma'am.

Commissioner Freeman. Do you know of any methods or any programs that have been underway to get these tests changed to make them more realistic?

Mr. Cantor. Yes. I think that this is—I'm sure it has been brought to the attention of the test companies and their research staffs, and perhaps in some time in the future they may become valuable tools, but to the best of my knowledge there is not now a test available which will measure what it says it will measure, for many, many of our youngsters and if I may expand that just a bit, we have noticed some peculiarities perhaps regarding tests, all test taking. Lots of our kids are pretty severely wounded by the time they come to us. When I say wounded, I am talking about they have already failed many times, they've built their defenses around them, they hate school, they hate teachers because they have to react somehow to defend the fact that they are failing so that by the time they get to us, many times they are pretty severely wounded and we have noticed in test-taking patterns that taking any written tests in a, particularly if it is in a group situation, they usually will not do as well as with the same test given verbally or orally with that individual youngster.

We have tried this over and over again. There is a psychological factor here in sitting down and taking a standardized test or any test really with lots of questions where you have to put an answer on a certain line, and we find that our children don't even do their very best work on any written test compared to that same test done orally. When it comes to one of the aptitude tests where by design the tests go into things that are much more difficult than the youngster is expected to understand so they get a scaling, we find on this situation I have watched youngsters taking an intelligence test and no matter how we said to them, "This is important to your future. Do your very best job," I watched two youngsters just trading off answers on intelligence tests and I have watched people answering questions without even looking at the questions themselves but just simply answering. This is unimportant to the kids. The kids tend to reject these tests because as I said, in my opinion, they have already been wounded so many times, this is just another jab and so they don't react even with a good attitude toward the test, not even considering the weakness of the test itself.

Commissioner Freeman. Does the principal of a school have any discretion with respect to whether to administer the tests or not?

Mr. Cantor. Well, when you are part of a school system you can't always do what you feel is best for your own school. I think probably we have more freedom within the school system than in many, many cities, but on this particular point we don't seem to have any discretion.

Commissioner Freeman. Thank you.

Chairman Hannah. Dr. Rankin?

Commissioner Rankin. I am a little unclear. Are you just against tests of all kinds or the particular make-up of this? Would you recommend that colleges get rid of their tests for admission and the Bar get rid of examinations for lawyers? I'm just a little unclear of what you have in mind.

Mr. Cantor. No, I'm not against tests of all kinds. I think we need to have some way of measuring what it is we want to measure. The only thing I am saying, is, let us be sure that when we look at a pupil's record and it says mental rating for age E, that he has had a fair chance to show what his mental ability is. I don't believe any of us either in education or perhaps in any allied fields really know how to identify potential and I think we are fooling ourselves if we think that simply sitting down for a two or three hour examination is identifying potential. If it identifies anything, it identifies perhaps an achevement level or a cultural background but not potential.

Commissioner Rankin. How do you identify potential? If you can just take in, let's say, 50 students and you have 500 apply, how are you going to measure the potential?

Mr. Cantor. Well, in your college entrance situation, and I assume that is what you are referring to, there the functional level is important. What I am saying is that in order to place children intelligently in programs it is important that we know what someone said earlier this morning we are not asking enough of our children—it is important that we have some idea of what these children can do under optimum conditions and I feel that the result of these tests tend to pigeonhole the kids for the rest of their lives on the basis of a test which is invalid.

Commissioner Rankin. I think the same thing would be true in colleges, also, wouldn't it?

Mr. Cantor. Except that the college entrance tests would be achievement rather than aptitude. I was thinking primarily of aptitude tests.

Commissioner Rankin. Just aptitude tests, all right.

Chairman Hannah. Mr. Taylor, do you have any questions?

Mr. Taylor. Mr. Cantor, do the schools which feed into Madison include integrated as well as predominantly Negro schools?

Mr. Cantor. Yes. The schools that feed us 7th graders, that is the schools that stop at the 6th, are the ones that are heavily Negro and I suppose that this pattern is expected because of crowding. There are some schools that are, School No. 17, School 44, School 21, that are pretty well integrated schools.

Mr. Taylor. Do you have any opinion on whether students from integrated elementary schools do any better in any respect than those who come from predominantly Negro schools?

Mr. Cantor. Well, I would say this, that the students who come to us from those schools that I just mentioned, where there is a better integration of the student body, tend to do better work, yes, sir.

Mr. Taylor. They do?

Mr. Cantor. Yes, sir.

Mr. Taylor. With respect to teachers, do you feel as a general matter that the teachers at Madison are fully equipped to deal with the kids there? Are they reaching them?

Mr. Cantor. Well, I think that here again an absolute answer to your question is impossible, but I believe that on our staff the fact that a teacher is at our school for more than just a year or two usually means that he is pretty darn successful and that he's well equipped for his job, not to say this can't be improved, but as a matter of point of our 113 teachers that I counted this morning, only 18 are new this year to our school so that this is a relatively small turnover rate. The teachers are not forced to come to our school as a general rule so that those who are with us and stay with us for more than just the year look-see usually are doing a pretty darn good job.

Mr. Taylor. What is your retention rate generally?

Mr. Cantor. I can't give you an average retention rate. I don't know again that we computed it that way. But I did do some comparing of our turnover rate, that is the number of new teachers compared to total staff last year with a school which is considered to be the opposite kind of school, practically all-white in the same city and we were just about at exactly the same percentage so that at least from teacher turnover point of view we do pretty well. The faculty is in extremely close knit and happy faculty and those who are with us for more than that year or two are there because they want to and I think someone said this morning, we are encouraged that more and more young teachers coming out of teacher training institutions are asking to work in the inner-city. We have seen this generally in the last few years.

Mr. Taylor. Have the school personnel made an effort to involve the parents in the educational program?

Mr. Cantor. I think we have made some effort. I think we are seeing now that we need to make a great deal more effort. The traditional job description or the traditional role that the teacher sees for himself or the counselor sees for himself needs to be done away with and this is a slow process even from the very best people. We need to throw away some of the shackles that tradition has put on us and I think we are beginning to do this. The question is what happens while we are in the process, so my answer would be this: I am convinced we have not done nearly as much as we should do to embrace parents, to bring them into the school. We are doing a little better each year.

Mr. Taylor. Just one other question. Is the school involved in the problems of the community?

Mr. Cantor. Is the school involved with problems of the community?

Mr. Taylor. Yes.

Mr. Cantor. Are you talking about such things as urban renewal and this kind of thing?

Mr. Taylor. Yes.

Mr. Cantor. Many of us, for instance, I'm on the board of directors of the Montgomery Neighborhood Center, many of our teachers are involved in that sense in civic groups in the area. Many of us are out in the evenings meeting with groups of parents and talking with them. I think to that extent there is involvement. Again, this is a kind of new concept in the teacher's defined role, as there is not even agreement that the teacher should be out involved in the community. My personal opinion is that this is the only way we are going to get the understanding we need.

Mr. Taylor. Thank you.

Chairman Hannah. Any further questions? Thank you very much, Mr. Cantor. Mr. Glickstein, will you call the next witness?

Mr. Glickstein. The next witness is Mr. Norman N. Gross.

(Whereupon, Mr. Norman N. Gross was sworn by the Chairman and testified as follows:)

TESTIMONY OF MR. NORMAN N. GROSS, IRONDEQUOIT, NEW YORK

MR. GLICKSTEIN. Mr. Gross, will you please state for the record your full name, address, and occupation?

MR. GROSS. Norman N. Gross, 95 Carol Drive, Irondequoit, New York. I am Social Studies Department head at James Madison High School, city school district.

MR. GLICKSTEIN. How long have you been at James Madison?

MR. GROSS. I am beginning my fourth year at James Madison.

MR. GLICKSTEIN. What other teaching positions have you held in the Rochester School System.

MR. GROSS. I was a social studies teacher for some 12, 13 years at Charlotte High School, a school in the Northeast corner of our city, which was an all-white, predominantly middle class school with many of the parents working at Eastman Kodak in professional and skilled occupations.

MR. GLICKSTEIN. Mr. Gross, would you compare the performance and motivation of the students at Charlotte High School with that of the students at Madison?

MR. GROSS. Well, I would certainly say that the youngsters at Charlotte High School, their performance was much, much better when rated by Regents Examinations. Of course, this type of standard of measurement shows up better at Charlotte than at Madison High School. That would be my answer.

MR. GLICKSTEIN. How about the motivation of the students?

MR. GROSS. The motivation, now there's one of the key items there. The motivation at Charlotte High School, while we have middle class type of youngster there who is somewhat complacent and a bit on the lazy side and has to be pushed by the teacher, when the teacher would put out the effort, it was a much easier job to get the results. I think that they are much better motivated at Charlotte than they are at Madison. At Madison the kids accept a lower standard for themselves. They key their ambitions, I think, to their ghetto environment and they lack confidence in their own ability.

MR. GLICKSTEIN. You say the kids accept the lower standards for themselves. Do the teachers also have a lower expectation?

MR. GROSS. Yes, I am afraid that frequently the teachers tend to expect less from them and as a result we get less from them than we probably should. It is a sort of follow-the-leader type of thing with our youngsters. And this is why if it were up to me, I would like to see a school like Madison done away with actually.

MR. GLICKSTEIN. Mr. Cantor has indicated that Madison doesn't have a terribly good reputation in the community. In your opinion how does this affect the students?

MR. GROSS. I think this is another one of the most important items in our lack of success at our school. Our youngsters definitely labor under this stigma. They are always trying to escape it as I think Mr. Cantor and others have indicated. For example, I think, we had an undefeated football team, a team that was undefeated for some two years in a row, and yet the item by a well meaning sports reporter came out "Black Board Jungle Breeds Champs". Our kids are really hurt by their low self-esteem as a result of the stigma here at Madison.

Mr. Glickstein. What would you say of the teacher attitudes in your school?

Mr. Gross. Well, I'm afraid we probably have three, I would probably say we have three different types of teachers. I think maybe we have one type of teacher that really never gives up. He is always in there trying. He is going to get every bit he possibly can out of the youngsters. I think. Then you have another type of teacher who will say, well, here I am, I'm going to teach you and if you don't get it, tough. And then I think we have the teacher who is somewhat ambivalent. He sort of moves from one corner to the other in this regard. He puts out a lot. When he fails he says, well I tried, and this is it.

Mr. Glickstein. Mr. Gross, we understand you have been active in programs designed to increase contact between Negro and white students? Will you describe these for us, please?

Mr. Gross. Right. I think this is probably one of the most exciting things that I have been able to institute at Madison in our efforts to break down this racial isolation and break it down both ways. I knew that our youngsters at Charlotte needed the exposure to Negro students and I certainly know our youngsters at Madison need the exposure to the white community and motivation from it. I don't think the kids can compete in a situation like ours. I think they need the competition from the white youngsters. So we instituted a program which we call trans-urban, which is a type of exchange program. We take a group of our students to, let's say, an all-white suburban type school or all-white city school and both groups prepare on some academic subject, get prepared for it, and then they sit down, break up into small groups with a moderator and a reporter of their own and they get around the table and just talk. They talk about—they lay it right on the line. And for some of the kids in the suburb, if you talk about racial isolation, this is the first time they have really sat down with Negro students across the table and had an opportunity at real honest exchange and I think some of the Negro students realize that they can hold their own. There are youngsters in the suburbs who are willing to listen to them. They are motivated by the exchange of ideas. I think the white students are impressed that the Negro student does have something to offer and he does have something on the ball.

Mr. Glickstein. You said you were impressed with some of the Negro students realizing they could hold their own. Did you find this program stimulated the ambitions or sites of Negro students that participated?

Mr. Gross. Yes, I think there is no question that it did. I think as a result we could actually find youngsters that have gone on to colleges that they had no intention of going to originally, because they didn't think they could make it in those colleges. I think there are a number of examples like this. I think, even in addition to this, —and, incidentally, I think this involved us in some 28 exchanges with some seven schools, two city schools and four suburban schools and one private school, and involving some 800, I think we recounted and found that we probably had some 800, 900 youngsters involved in these programs over the past three years, beginning in 1963. I think, in addition to this, this type of program lessens the apprehension and is a foot in the door for other more extensive programs of anti-racial isolation in correcting racial imbalance in our schools and this is exactly what our experience has been. For example, from youngsters, themselves, at Brighton High School, a suburban high school, came a suggestion that we have an exchange of more than just a one-day type of conference on a home and home basis, and we originally intended to try to run an exchange program for a full marking period, put our youngsters in for a full marking period and put a similar number of their youngsters in for a full marking period into our school.

And, well, we sort of chickened out on the idea. I think both groups, the first time and we cut it down to one week and I personally think this was an unqualified success. I could read quotes that I have here from what the youngsters said about the difference in motivation that they noticed in both schools. I remember one specifically, in which one of the Madison youngsters said, "At Madison we asked a question, are you going to college? At Brighton the question is always what college are you going to?" I mean they saw the higher goals. This year one youngster in Penfield, well, in fact it started last year, had been talking to us about the possibility not only of exchanging classrooms, but actually of exchanging at least a week's housing. I mean in other words, coming into the third ward, coming into our community and living with his host and going to school that way and then going out to Penfield and doing the same thing. Now, whether this materialized or not, I don't know. In addition to that, I would also like to see us really expand the program and make it sort of a trans-world program in which we take maybe 25 inner-city kids from our school and take them over to a country like Tanzania, where they could see some nation-building by African people, by Negro people, see them really building and get the excitement and get a little more self-esteem and, besides, I think it would do us much good, too, because I think that the Tanzanians, the Africans, would see that we hold these kids in something of value when we send them out as sort of our ambassadors, so I have been exploring that possibility. Whether it will ever come to be, I don't know, but I found that there is sympathy and I know that the International Education Act is at least partially through Congress and, hopefully, maybe we will find funds.

MR. GLICKSTEIN. Thank you, Mr. Gross, I have no further questions.

CHAIRMAN HANNAH. Mr. Patterson?

VICE CHAIRMAN PATTERSON. In this trans-urban program that you have described, Mr. Gross, was this a school program? Or was this a private project?

MR. GROSS. This is a school program. This is a program started at our school.

VICE CHAIRMAN PATTERSON. Your school only?

MR. GROSS. Right. We have the commodity at our school. We have the Negro students.

VICE CHAIRMAN PATTERSON. I see. You said you have an exchange of ideas? What did you talk about?

MR. GROSS. We talked about the paradox of poverty and affluence. We talked about the population explosion. We'd get into the civil rights area. We try to pick some good social study topic in which there was some real meat, break it down, have the youngsters do some good outside reading and class discussions, as well, and really get ready to break down so they could talk back and forth. But this could be done in English classes and science classes and math as well.

CHAIRMAN HANNAH. Dean Griswold?

COMMISSIONER GRISWOLD. You have some students in your school, I'm sure, of strong ability and high motivation, some Negro students I'm talking about?

MR. GROSS. Yes.

COMMISSIONER GRISWOLD. Do you have any—is there anything that explains why particular students have ability and motivation while others don't? Is there any characteristic of the strong students that is not found in the others?

MR. GROSS. You mean these very few strong students that we find? I think they would be stronger if they were in an integrated situation, much stronger than they are now. We do have a handful of strong students.

COMMISSIONER GRISWOLD. Does it go back to the family situation?

Mr. Gross. Sometimes it does. Sometimes it might go to some teacher being able to get to this youngster and seeing that this kid has got potential that you just can't stand to see wasted, really maybe taking him and pushing him on even more. But I think in an integrated situation that youngster would shine much better than he does with us.

Commissioner Griswold. One of the problems with respect to Negro students, I assume, is a lack of motivation. Is that right?

Mr. Gross. Definitely.

Commissioner Griswold. How far does that go back to the social situation, the picture that they get the impression of by the time they get to be 14 or 15, that really there isn't much future for them, no matter how hard they work, there isn't going to be much they can do. Is that an element in the education problem?

Mr. Gross. I think that's a very, very important element and at our school we have started a separate Negro history course for the youngsters which I think is another very, very important thing. To raise their self-esteem and give them a much more positive image. And I would recommend that such a course be made compulsory not for the students, but for teachers, so they realize that the Negro, too, has a heritage and has a past.

Commissioner Griswold. Have you any suggestions as to how we can improve the situation as to motivation for the average Negro student?

Mr. Gross. Yes, I think get the average Negro student into an integrated situation. I think this would be a major element. I think already from the brief reports that I have had from my friends at Charlotte where I certainly have strong ties that in a very, very short time, these youngsters have come at least with enthusiasm to this point. I know it doesn't prove success, but I would like to see a metropolitan school system established actually. I would go beyond the lines of the city.

Commissioner Griswold. Is there any sort of an open enrollment plan as far as high schools are concerned?

Mr. Gross. Yes, our high school is currently involved in open enrollment. We are sending several hundred of our youngsters, or several hundred youngsters who would have come to us or would have gone up in our program have moved into Charlotte High School and Marshall High School and Jefferson High School, which are predominantly white high schools.

Commissioner Griswold. Then Charlotte High School has more than one-tenth of one percent Negro students?

Mr. Gross. For the first time this year. In the years I was there it never had more than one-tenth of one percent.

Commissioner Griswold. Do you have any idea about what proportion Charlotte High School has now?

Mr. Gross. I'm not sure of the proportion. I know, I think they got the largest number of youngsters, maybe Marshall High did, 100 something, I'm not sure.

Commissioner Griswold. When these children elect another school, how is the transportation arranged or provided?

Mr. Gross. Well, my understanding is that it is by bus, by a school bus provided for them to pick them up.

Commissioner Griswold. But by the city?

Mr. Gross. Right.

Commissioner Griswold. A student or his parents aren't responsible for paying to get him to a distant school?

Mr. Gross. No, the parents haven't been responsible.

Commissioner Griswold. So there is, as far as economics are concerned, a free opportunity to select anyone of several high schools in the city?

Mr. Gross. That is right.

Commissioner Griswold. Do you think this is likely to increase so that you will after a while have citywide choice among more high school students?

Mr. Gross. It's possible that it could, but I don't feel that the open enrollment is really the answer. I think our imagination has to go far beyond the open enrollment, otherwise it is possible—I still feel that the answer is in a metropolitan arrangement and our school system has at least made overtures in that direction on a very, very small scale. Now, I think it is time to think big and think along those lines. Otherwise our cities will remain basically, well, will remain Negro schools in the coming years unless we break down these artificial barriers that we have.

Commissioner Griswold. Thank you.

Chairman Hannah. Mrs. Freeman?

Commissioner Freeman. Mr. Gross, I would like to refer to the separate course in Negro history, about which you mentioned. Does this imply—or I guess I shall assume it does, that the history books in this school system are inadequate in this regard?

Mr. Gross. I would say there is no question that this is true, that the history books have been inadequate in this regard.

Commissioner Freeman. For any number of years this charge has been made about the textbooks. Would you agree that the textbook is the basic instrument that the pupil has?

Mr. Gross. I would say that it is one of the most important, but I would say the teacher is also inadequate in this regard. The teacher does not know the heritage of the Negro people. So the teacher can't, even if he is going to include the Negro's role in teaching of an American history course, I don't think the average teacher is equipped to do this.

Commissioner Freeman. I would agree with you, sir, but what I am saying is that the historians, then, have made a very great wrong as far as the persons who edit the textbooks have a share of the burden and must share in the damage. Is that correct?

Mr. Gross. Yes.

Commissioner Freeman. Do you know of any programs which the Board of Education has to correct this in terms of textbook material?

Mr. Gross. Well, I know that when we of the various councils, for example, social studies is certainly the area where this would come up, I know we have selected and recommended the few books which are going in this direction, the few books for example, I can think of, the Benziger Brothers' book, "Land of the Free," is at least a step in this direction. I don't think it is the entire answer. We're looking.

Commissioner Freeman. Is this not an unfair burden to put on one social studies teacher?

Mr. Gross. Well, it is not the social studies teacher. It is the social studies council, so it is the department heads and in concert with their teachers and it is really the entire social studies group in the city.

Commissioner Freeman. But, actually, as it stands, we have two separate histories in our school system, do we not?

Mr. Gross. I believe this is true.

Commissioner Freeman. And as long as we have two separate histories we will have two separate worlds?

Mr. Gross. I'm afraid this is very much the way I feel. I think we are taking some steps to correct this in New York State at least, where we have a freshman program that now stresses the non-Western World, Africa and Asia. We have taught for too many years, we have taught a World History course which has not been a World History course, but has been a European History course, so we are moving in the right direction, but I still think there is place, certainly at the present time, for not only doing more to stress the role of the Negro in American history, but for a separate Negro history course, where some youngsters will have an opportunity for some in-depth study.

Commissioner Freeman. Would you not consider that it would be valuable though for every pupil who learns history to learn it the way it was?

Mr. Gross. Pardon?

Commissioner Freeman. To learn it the way it actually did occur? If Negroes made contributions to history, then should they not be in the history of America?

Mr. Gross. Absolutely.

Commissioner Freeman. And they are not there now?

Mr. Gross. I don't think sufficiently, because frequently lack of knowledge by the teacher, the teachers themselves, and, as you indicate and I certainly agree, the textbooks and even the program of studies.

Commissioner Freeman. Thank you.

Chairman Hannah. Dr. Rankin?

Commissioner Rankin. Mr. Gross, you have heard the testimony of the other witnesses here today, have you?

Mr. Gross. Yes.

Commissioner Rankin. Substantially it has been in agreement, would you say?

Mr. Gross. Yes, I think so actually. We may be wording things somewhat differently in emphasizing one thing over another, but basically I think we are in agreement.

Commissioner Rankin. Does this represent the attitude of the teachers in the city of Rochester and the administrators, the attitude expressed here. That's what I want to find out.

Mr. Gross. I'm not sure that any of us have the right to say what represents the attitude of the teachers. It may be what we think from our experience teachers believe.

Commissioner Rankin. If all the witnesses from the teachers and administrators substantially agree, don't you think we might conclude that that is the attitude of the teachers of the city of Rochester?

Mr. Gross. No, I would rather be specific there. I would hate to give it a blanket endorsement. I mean would you give me an example, sir?

Commissioner Rankin. Well, quality education comes from integrated schools. Let's say that.

Mr. Gross. Yes.

Commissioner Rankin. Is that the attitude of all the teachers in your school system?

Mr. Gross. I would be afraid that this is not the attitude of all the teachers in the school system.

Commissioner Rankin. So there are others who differ from the opinion expressed here. Is that correct?

Mr. Gross. I would say that this would be so.

Commissioner Rankin. Thank you.

Chairman Hannah. Mr. Patterson, you had another question?

Vice Chairman Patterson. Mr. Gross, why in your opinion won't open enrollment work?

Mr. Gross. Well, I think open enrollment is like taking from one pocket and putting it into another and eventually it is going to catch up with you. I just don't—and certainly not a voluntary open enrollment is going to work if we take students from our district and we are going to send them out voluntarily, many of our youngsters wouldn't want to go. They don't want to go. I think we have got to use a little more imagination actually.

Vice Chairman Patterson. Do you think it is better to make them go?

Mr. Gross. Well, we make them do other things. Maybe it is necessary to make them move.

Vice Chairman Patterson. You say that you believe a metropolitan school district would be a better solution. What do you mean by that? What is a metropolitan school district by your definition?

Mr. Gross. By my definition this would be even greater cooperation than we are having now between the cities and the suburbs. I don't think this is a Rochester problem. I am a suburban citizen myself, but I don't think the problem of the city of Rochester is only Rochester's problem. I think I have a responsibility for it out in the suburbs and I think my neighbors do, too. They may not wish to acknowledge it, but I think that we have this responsibility and to me, all I can think of, I see a very, very impressive structure called East High School in our city, which cost anywhere from $10 to $12 millions to build on that side of the city. I see an impressive school called East Ridge High School in East Irondequoit, and I see an impressive school in Webster in this same section of the town. To me it seems that it would have been possible actually, to create, let us say, an East Monroe County Academy of some sort where you could really bring in the best equipment, the best staff, and a more flexible program without too much difficulty in this day and age. I mean with transportation being what it is.

Vice Chairman Patterson. You are talking now about an educational plaza, a big school?

Mr. Gross. That's what I would like to see.

Vice Chairman Patterson. Instead of a bunch of smaller schools?

Mr. Gross. Right. Yes, sir.

Vice Chairman Patterson. Thank you.

Chairman Hannah. Mr. Taylor?

Mr. Taylor. No questions.

Chairman Hannah. Thank you very much, Mr. Gross. You are excused.

Mr. Glickstein. The next witness is Minister Franklyn D. Florence.

(Whereupon, Minister Franklyn D. Florence was affirmed by the Chairman and testified as follows:)

TESTIMONY OF MINISTER FRANKLYN D. FLORENCE, ROCHESTER, NEW YORK

Mr. Glickstein. Minister Florence, would you please state your full name, age, address, and occupation for the record?

Minister Florence. The question was what now?

Mr. Glickstein. Would you please state your full name, address, and occupation for the record?

Minister Florence. I am Franklyn D. R. Florence. I am minister of the Reynolds Street Church of Christ.

Mr. Glickstein. How long have you lived in Rochester, Minister Florence?

Minister Florence. Approximately eight years.

Mr. Glickstein. You indicated you have a congregation in Rochester. How large is your congregation?

Minister Florence. We have about 150 members.

Mr. Glickstein. Are you a member of any civil rights organizations?

Minister Florence. Yes, I am president of FIGHT.

Mr. Glickstein. Would you tell us about FIGHT, please. What does the name stand for, how large is it, what are its objectives?

Minister Florence. FIGHT is a community organization that was created for the freedom of the poor and of the blacks of this community. We represent better than 100 block clubs, which forms a federation of groups. We represent churches. We represent educators. We represent pool hall operators, beauty parlors, and barber shop owners. We have a cross section of leaders and representatives involved in FIGHT.

Mr. Glickstein. And the letters "F-I-G-H-T" stand for?

Minister Florence. Freedom, Integration, God, Honor, Today.

Mr. Glickstein. What are the objectives of FIGHT?

Minister Florence. Let me go back over the letters. We talk about freedom. When we talk about integration we specify here the right of movement, the right of choice. Now the basic principle for FIGHT is to afford the poor, those who are left out, those who are denied, right of expression. It affords us the forum to make our voices heard. It affords us the power to get in. So that we, too, might exercise the same rights and privileges that others have.

Mr. Glickstein. Do you think that sums up the objectives of FIGHT?

Minister Florence. Well, not necessarily. We are concerned with every major problem that the poor and blacks have been concerned with for centuries. We are concerned with education. We are concerned with employment. We are concerned with poor law protection. We are concerned with every facet that confronts the poor and the blacks of this community.

MR. GLICKSTEIN. Has FIGHT looked into the extent and effect of racial imbalance in the schools of Rochester?

MINISTER FLORENCE. Yes, we meet each week. We talk with parents. We talk with educators. We talk with students. And we have been told that the effect of racial imbalance in the Rochester schools is criminal. It has affected not only job employment, but it has caused many of our young people to fail. Instead of giving the incentive to succeed, it has given the incentive to fail. So many parents, many leaders, we feel that racial isolation and the slow pace that our students have been going in this educational system, it is nothing short of criminal. We believe that any time a child is denied quality education, any time a child is given a double standard and given an incentive to fail, that's worse than slavery. That's worse than physical slavery.

MR. GLICKSTEIN. What more do you think should be done in the Rochester system than is being done now?

MINISTER FLORENCE. FIGHT feels, the Negro community feels, interested persons feel that the whole approach to a racial imbalance in the Rochester schools have been nothing short of public relations, gimmicks, nothing short of Mickey Mouse programs, nothing short of keeping the majority of citizens in this community and when I say the majority of citizens, I'm talking about whites, ignorant of the real world, ignorant of the real world. And, most of all, we feel that the present generations cannot wait for another 10, 20, or 30 years to get quality education. We want it now. We must have it now.

MR. GLICKSTEIN. What more do you think should be done? What are the next steps?

MINISTER FLORENCE. Pressure. Pressure should be brought against Mr. Goldberg, who, as superintendent in our community, we hold him responsible for this slow pace. We hold him responsible for allowing political pressure and fear of political pressure from moving forward and ending racial isolation here in Rochester.

MR. GLICKSTEIN. Do you think that the predominantly Negro schools right now are providing a quality education, putting aside for the moment the question of integration?

MINISTER FLORENCE. Would you repeat the question?

MR. GLICKSTEIN. Let me put it another way. Do you believe it is possible for a Negro child to be afforded equal educational opportunities in a predominantly Negro school?

MINISTER FLORENCE. No, no, not under the present system.

Because one of the problems is that if you are black, it means inferior education. And this has been the problem in Rochester. This has been the problem across the Nation. What we are talking about, we are talking about the same opportunities, the same type of educational opportunities that others get, we want, we must have.

Mr. Glickstein. Don't you think that the predominantly Negro schools have the same type of facilities, teachers and textbooks and so forth?

Minister Florence. I don't think you understood my answer. I said to be black means, in America and in Rochester, inferior. Anything that is predominantly black means inferior in the white world and in Rochester when we deal with racial isolation, so that it is impossible to get a quality education in an all-black school under the present system.

Mr. Glickstein. Do you have a family, Minister Florence?

Minister Florence. Yes, I do.

Mr. Glickstein. How many children?

Minister Florence. Four.

Mr. Glickstein. How old are they?

Minister Florence. Franklyn, Jr., is 12, Clifford, 8, Joshua and Michael 2.

Mr. Glickstein. What school do your older children attend?

Minister Florence. Franklyn at present is attending Charlotte. He started out at School 4.

Mr. Glickstein. Is he a freshman at Charlotte?

Minister Florence. Yes.

Mr. Glickstein. Is he under the Open Enrollment Program?

Minister Florence. What?

Mr. Glickstein. The Open Enrollment Program.

Minister Florence. No, the selective enrollment program. As I was saying, Franklyn started out at School 4. Prior to open enrollment he was pushed out to School 44, because of overcrowdedness at 4. Now, he was denied, he was denied acceptance in the overall system at School 4. Because his class at that time was predominantly black, they could not, while being at School 4 and because of overcrowdedness at 4, at 44 they could not enjoy the facilities of 44, because they were over there on loan just like a group of cattle. And if this isn't racial isolation in its ugliest form, I don't know what it is.

Then, secondly, just giving you a little history on Franklyn, he was in fourth grade, talking about this system, he was in fourth grade when they taught him penmanship here in Rochester. He didn't start school in the South. He started to school right here in Rochester, New York. And he was exposed to a teacher, white, who tolerated him. And he picked this up. He felt it. He talked about it at that young age. And today he is crippled because of the crime of racial isolation in the public schools of Rochester, New York. He left School 4, and went out to 41, I think it is, or 38, 38 I think it is, and the same problem, the same problem. Here was one black child selected to take part in open enrollment, and in taking part in it, here he leaves approximately 11 or 12 other black students behind. And this is why the program you call open enrollment, we feel in the inner-city, we feel that it is selective enrollment.

This oldest son of mine that I'm telling you about now, again I reiterate, he suffers as many young people suffer when they are victims of racial isolation in the Rochester public schools.

MR. GLICKSTEIN. Do you think that Franklyn's teachers in better education, will receive a better education in 38 than he did in No. 4?

MINISTER FLORENCE. Well, he would have to under the present system. I stated a few moments ago that to be black in Rochester or anywhere in America is indicative of inferior. This is the crime of the present system. This is why that racial isolation must end. These moderate programs and gimmicks that has been proposed merely for public relations and to fool a lot of people, should stop, not tomorrow, but today, and move forward and let us end racial isolation as the State law demands, as the National law demands. We should get on with the program today.

MR. GLICKSTEIN. Do you think that Franklyn's teachers in School No. 38 had a better attitude toward him than the teacher you described in School No. 4?

MINISTER FLORENCE. Well, now, that's a question. I would have to answer that, that maybe she tolerated him a little more than the other. This is the problem with this kind of an educational system. We question an educational system that will allow some people to be educated in a white world and when they are exposed to black students or to poor students, they feel that they should be tolerated instead of reaching out and instructing them, teaching them and demanding of them academic excellence.

I must say in answer to that, maybe she tolerated him a little more than the teacher did at 4.

MR. GLICKSTEIN. I have no further questions.

CHAIRMAN HANNAH. Mr. Patterson?

VICE CHAIRMAN PATTERSON. You mentioned that when your son was permitted to transfer, 11 or 12 others were left behind. Had they attempted to transfer and been denied that?

MINISTER FLORENCE. Well, we have had reports at our committee meetings and at our public meetings that there are many parents that wanted to have their children transferred into other schools, but they were denied this privilege. This is why we refer to it as a selective, closed program rather than real open enrollment.

Vice Chairman Patterson. You have evidence of this having occurred on a large scale?

Minister Florence. Well, evidence of parents getting up at public meetings, speaking to this issue when we are dealing with education, that's the evidence we have.

Vice Chairman Patterson. What grounds have they given for the refusal to let their children transfer under open enrollment?

Minister Florence. Well, the same grounds—just the other day, here in Rochester a State agency, employment service for migrants who go over there to get work or anyone goes over there to get work, there was a sign on the rest room door, "For employees only." We know what that meant. We had people to go there and try to use the rest room facility and the proprietor would say, "You know that's for us only, not for you." But a white person would go there and they would say, "Well, we only have one, but while no one is looking, you go on." So the excuse is the same way. Some parents write and ask to have their children transferred and they might say well, we have all we can take now, or give some excuse, but the real excuse is that we don't want you, maybe your child is a problem child. So we want to succeed, we are afraid to fail. So this is why we look upon this program as a selective, closed program rather than a real Open Enrollment Program.

Vice Chairman Patterson. This is the point I wanted to try to establish for the record, because it seems to me that your aim to end racial isolation in the schools which certainly is a national aim, I think, has at least one way out at the present in Rochester, which is the Open Enrollment Plan. You have testified that you feel the Superintendent and the Board should do more to reduce racial isolation. I was wondering if your organization, and if the other civil rights groups here, have fully utilized the way out that you now have, which is the Open Enrollment Plan, sufficiently to establish that it will not work?

Minister Florence. Well, again, I reiterate that the Open Enrollment Program is not an Open Enrollment Program as such. It's the same thing that happens to blacks or to the poor any time that we show concern about getting quality anything, whether it is quality employment, quality education, for some reason or another, we are always given a lot of public relations gimmicks. I cite this as an example.

If you gentlemen realize the kind of community we live in and the kind of mentality that exists in our community, we have a newspaper here that agrees that black people should be hobbled up, sent to Vietnam, and drafted on the compulsion, we should be made to go, and in the editorial they cited that by going into the Armed Forces we would learn better morals, we would learn discipline, and they cite a list of things that we would learn, this newspaper, this local newspaper here, trying to point out the kind of mentality we live under. Now they can cite compulsion to make us go into the Armed Forces to murder and kill, but they play down compulsion when we talk about receiving quality education.

Vice Chairman Patterson. Well, the point that I wanted to establish in my own mind is, do you feel that the civil rights organizations in Rochester have fully discharged their duty to the Negro citizens of this community in encouraging them to avail themselves of the open enrollment transfer for their children? Are you satisfied in your own heart that you have done your best on that one?

Minister Florence. Well, I think the Open Enrollment Program as you call it—I still say it is a closed selective program—as you refer to it, as open enrollment, we don't. It is a closed selective program.

Vice Chairman Patterson. Then I feel you judge you have discharged your duty?

Minister Florence. Certainly, we have discharged our duty but I want to add something else. Not only have we discharged our duty, but we still feel that if Mr. Goldberg, if he is going to make gains in giving and providing for the community, quality education, pressure must be applied not only from the citizens, as we are applying pressure, but it must come from the State level and the Federal level because Mr. Goldberg and the all-white school board, they are tied up in a political box.

Chairman Hannah. Dean Griswold?

Mrs. Freeman?

Commissioner Freeman. Minister Florence, you indicated that you oppose the administration of the open enrollment?

Minister Florence. Yes, ma'am, they are timid, afraid, we say they are scared. They won't move out and take bold imaginative steps to end racial imbalance as the law demands. This is why we say it is a criminal act that they are perpetrating upon inner-city schools.

Commissioner Freeman. This morning there was testimony that there are certain criteria that are being exercised in order to select the pupils. Would you accept this kind of example that if all of the pupils—suppose there were 75 spaces available and if there were 100 pupils, then you would just go down and count, count off any 75 or the first 75? Would that be acceptable to the organization?

Minister Florence. I think we are kind of missing the real point here. What we are talking about, we are talking about abiding by the law. The State law says that racial imbalance should end, you know, not tolerate it and hit at, as the Mayor said today, they are waving a straw to end racial imbalance. We are talking about abiding by the law, ending it. Giving every student quality education. So we are not talking about these gimmicks. We are saying that we want the Board of Education, and they must abide by the law of the land and law of the State. Now they are always talking about the poor, we are not law abiding people. They always say well, you know, you are lawless, and here, the School Board here in Rochester has not yet lived up to the law of the State nor the law of the land. Now who is lawless?

CHAIRMAN HANNAH. Dr. Rankin?

COMMISSIONER RANKIN. Minister Florence, were you raised in New York State?

MINISTER FLORENCE. I beg your pardon?

COMMISSIONER RANKIN. Were you raised in New York State?

MINISTER FLORENCE. What do you mean, is this my home?

COMMISSIONER RANKIN. Yes.

MINISTER FLORENCE. Presently it is.

COMMISSIONER RANKIN. Where did you go to school?

MINISTER FLORENCE. I attended the public school system in Miami, Florida. I attended school also in Nashville, Tennessee and Los Angeles, California.

CHAIRMAN HANNAH. I think you have been in Rochester for how many years?

MINISTER FLORENCE. Approximately eight years.

CHAIRMAN HANNAH. Mr. Taylor?

MR. TAYLOR. No.

CHAIRMAN HANNAH. Thank you very much, sir.

CHAIRMAN HANNAH. We will now take a 10-minute recess. We will reconvene at 20 minutes of 4.

CHAIRMAN HANNAH. Ladies and gentlemen, the hearing will come to order. Mr. Glickstein, will you call the next witness.

MR. GLICKSTEIN. Mr. Chairman, before calling the next witness, may I introduce two statements in the record. One is a statement by Minister Florence, which he would like to have included into the record and which I would like to have introduced as Exhibit 3, and the other is a statement by an organization entitled The Friends of FIGHT which I would like to have introduced as Exhibit No. 4.

CHAIRMAN HANNAH. The exhibits are accepted.

(The documents referred to above were marked as Exhibits No. 3 and 4, and received in evidence.)

Mr. Glickstein. The next witness is Mr. Vincent DiSano. Mr. DiSano is here, but I guess he hasn't come back from the recess.

Chairman Hannah. Is the next witness here? If the next witness is here, why don't we take him out of order?

Mr. Glickstein. The next witness would be Mr. John M. Franco.

(Whereupon, Mr. John M. Franco was sworn by the Chairman and testified as follows:)

TESTIMONY OF MR. JOHN M. FRANCO, DIRECTOR, PROJECT BEACON, ROCHESTER, NEW YORK

Mr. Glickstein. Would you please state your name, address, and occupation?

Mr. Franco. My name is John M. Franco. I live at 1793 Jackson Road, Penfield, New York. I am presently director of Project Beacon for the city school district of Rochester.

Mr. Glickstein. How long have you been director of Project Beacon?

Mr. Franco. This is my second year.

Mr. Glickstein. What other positions have you held in the Rochester school system?

Mr. Franco. I have been a classroom teacher for four years, a supervising classroom teacher at School 9 for three years, principal of School No. 40 for three years, principal for School No. 4 for three years, and now presently the last two years in Project Beacon.

Mr. Glickstein. Mr. Franco, when was Project Beacon begun?

Mr. Franco. It was begun two years ago. We are presently in our third year of the project.

Mr. Glickstein. Would you please briefly describe the program and its purpose for the Commissioners?

Mr. Franco. Basically, Project Beacon is the demonstration project which was inaugurated by the city school district of Rochester and the State Education Department's Bureau of Guidance under Project Able. It is primarily aimed to develop improved approaches and programs for that segment of the school population commonly known as the culturally disadvantaged. The purposes in Project Beacon, we have developed several programs in our overall project and I don't know if you want me to go into detail in this.

Mr. Glickstein. Could you just state generally what the program is intended and does do?

Mr. Franco. Right. The following are the various aspect of Project Beacon. We are interested in the field of language arts. So we have given increased attention to this area. We have developed a speech improvement and development manual. We have a program that takes place in the Beacon Schools every day for 15 minutes a day. We also are using the Bank Street Multi-Ethnic Readers in our Beacon classes. Another aspect of Project Beacon is the teacher training area. We are interested in this area to develop the teacher who cares. Another aspect of our program is the development of the self-concept, the ego-development aspect. We have, in this part of our program, developed activities and suggestions for improving the self-image and the aspiration level of the children in our program. Another aspect of Project Beacon deals with the cultural enrichment activities and this is basically through the many field trips which our Beacon classes take. Another aspect of Project Beacon is one of developing programs of working with parents in the Beacon school communities. And the last aspect deals with the development of new materials. In this area we've developed guides for better use of field trips, suggested ego-building activities, speech improvement, we have developed several programs in our overall project programs, the Rochester Primary Reading Series we've started during the past year and we have made some beginnings in development of materials at the primary grade level to teach Negro history and culture.

Mr. Glickstein. Mr. Franco, how is Project Beacon funded?

Mr. Franco. It is funded both by the State Education Department's Bureau of Guidance and the city school district of Rochester. Both groups pay 50 percent of the budget.

Mr. Glickstein. How much money did you receive last year?

Mr. Franco. Last year the total budget was $70,000, $35,000 from the city school district and $35,000 from the State Education Department.

Mr. Glickstein. How much do you expect to receive this year?

Mr. Franco. It is the same this year.

Mr. Glickstein. Same amount. What schools are involved in the Project?

Mr. Franco. Project Beacon encompasses five schools this year. Last year there were four schools. Clara Barton School No. 2, the Dag Hammarskjörld School No. 6 and this year we added the Andrews School No. 9 because the second graders from the Dag Hammarskjörld School No. 6 now go, and are the pre-third graders at School No. 9, and the Freeman Clarke School No. 15, and the Susan B. Anthony School No. 27.

Mr. Glickstein. And what grades are involved?

Mr. Franco. When the Project first started, we began with a high concentration at the beginning levels of school, so we took [this] into consideration starting with the kindergarten and first grade level. A year ago we added the second grade level and this year we have added the third grade level. What we are doing is carrying the children along through the grades.

Mr. Glickstein. What is the racial composition of the five schools that are involved in this program?

Mr. Franco. Approximately—I don't have the exact figures on that; it's in our Annual Report. I believe Schools No. 2 and No. 6 are above 95 percent, No. 1 School is approximately 20 percent and No. 27 School is approximately 70 percent.

Mr. Glickstein. And the new school that you added this year?

Mr. Franco. No. 9 is above 95 percent.

Mr. Glickstein. How many students and teachers are participating in this project?

Mr. Franco. The total number of pupils in the project this year are 2,725. That's an approximate number. We have a total number of 83 teachers in the project, kindergarten through the third grade level.

Mr. Glickstein. How were the schools chosen for the project?

Mr. Franco. Well, the State was encouraging school systems to develop programs for the segment of the school population known as the culturally deprived and we selected schools that had characteristics which would meet State requirements, and the four schools that were selected are in this category.

Mr. Glickstein. Now you mentioned one of the things Project Beacon attempts to do is to train teachers. Why does Project Beacon consider it necessary to improve teachers that are participating or train them further in this project?

Mr. Franco. Basically, we think that teachers coming into our schools need training, need training with the specific aspects of the program in the local school district so that we were interested in helping teachers to understand the needs of inner-city children. We wanted them to be familiar with the techniques and the materials we had and to share ideas with each other, but we wanted to improve the attitudes of teachers. This basically was something that research points out and this is what I called earlier to develop the teacher who cares about the children. So this is one of the big reasons to improve the attitude of teachers.

Mr. Glickstein. How is this part of the program organized?

Mr. Franco. Well, it varies each year. During the first year they had eight afternoon workshops, so to speak, with Dr. Herbert Greenberg, who is a social psychologist with the city school district and then they had many meetings after school, during noon hour, and before school.

Mr. Glickstein. These eight workshops were during school hours?

Mr. Franco. No, during that year they were after school and they took place in the four Beacon schools.

The second year we had regular type meetings during the school year, but we were given the opportunity through the Title I program of the Visiting Speakers Bureau and we had released time that year to have our teachers listen to and inter-act with many specialists being brought into Rochester. The first person that was brought in last year and during this time the teachers were meeting, it was during school time in the afternoon session. First was Dr. A. Harry Passow in from Columbia University. The second was Dr. Elliott Shapiro. The third was Dr. Harry N. Rivlin, the fourth person that we had an afternoon meeting with was Mrs. Nida Thomas from the State Education Department's Bureau of Inter-Cultural Relations and we had also during the second year of the project an evening workshop in the field of speech improvement and language with our own speech therapist, Miss Lois Lomeo.

Mr. Glickstein. Have the teachers reacted well to this program?

Mr. Franco. I feel they have. I think that they see the merits of many of the things that we are working on. I think they see the goals that we have established as very realistic and very vital so that I see teachers who are very enthusiastic and highly motivated to work in the program.

Mr. Glickstein. You have told us one of the purposes of Project Beacon is to improve the ego and self-concept of the child. Do you believe that this can be accomplished with Negro children when they are almost entirely separated from white children?

Mr. Franco. Yes, definitely. I think that when you think of the aspect of ego development, the self-concept, the self-image, we are thinking of the materials, and this was mentioned earlier in the day, that we have used in our schools that were limited in this area. Many of the textbooks, the Basal Readers in our schools, for instance Project Beacon is now working on the development of the Rochester Primary Reading Series, which we are sub-titling the Real People Readers Series. We have that idea from our superintendent who developed the basic part of it. Also, a series that we have had in Rochester and is used quite widely throughout the United States that came out before many school systems had integrated materials, such as the Rochester Occupations Series material that was developed by our superintendent and a group of Rochester people. With that lead we are developing our materials along those lines. But I think that it is to give the child a feeling that Negroes have contributed something to American society and American culture and even though they are in a segregated situation, they need this aspiration and this improvement of self-image.

Mr. Glickstein. And you think there will be improvement even though they are in a segregated situation?

Mr. Franco. We have seen it.

Mr. Glickstein. What impact has Project Beacon had on the motivation and academic performance of the children who participated?

Mr. Franco. Well, my opinion, I feel that the children are very highly motivated when you consider that we are working on activities to improve the self-concept, when we are working on field trips and trying to bring the riches of the community and add them or include them in the curriculum of the school. We are talking about involvement of parents which is a part of Project Beacon and we are talking about the training of teachers and for the child to work with the teacher who really cares and has a real positive attitude. I think it is quite evident that there has been quite a bit of motivation on the part of the children.

MR. GLICKSTEIN. Do you think it would be easier to improve the ego and self-concept of the child or to improve his academic performance and motivation if he were in an integrated environment?

MR. FRANCO. I have never thought of it that way. I think that you can improve the ego of a child even though he is in a segregated situation. I think you can improve the ego of children in an integrated system.

MR. GLICKSTEIN. Do you think your job would be easier if your children, instead of being in schools so heavily Negro, were in integrated schools? Do you think you could work better results with the Negro children?

MR. FRANCO. Yes.

MR. GLICKSTEIN. Has there been an improvement in the reputation of the schools in which the Project is operating?

MR. FRANCO. I can't really answer that because I wasn't with the Project prior to this past school year but I do know there has been quite a bit of involvement in many of the schools with the community. This is one of our goals and we hope to continue along those lines.

MR. GLICKSTEIN. I have no further questions, Mr. Chairman.

CHAIRMAN HANNAH. Mr. Patterson, do you have any questions?

VICE CHAIRMAN PATTERSON. Certainly this sequence of work you are doing under Project Beacon must have had a good effect on the 2,700 children, kindergarten through third grade, who have benefited from it. I assume this is this year?

MR. FRANCO. Yes.

VICE CHAIRMAN PATTERSON. And you have had two years before that?

MR. FRANCO. Yes.

VICE CHAIRMAN PATTERSON. But do you sometimes, as the director of this and recognizing the magnitude of the situation, feel that Project Beacon really is a drop in the bucket compared to what we ought to be doing?

MR. FRANCO. I think that when you are talking about education, you are talking about money and you are talking about the needs for so many things. Now Project Beacon could be improved if we could add additional staff members to the schools, if we could increase the budget, and something to the extent that probably tax payers wouldn't carry, if we are talking about that. If we could cut down class size to a realistic 15 to 20 pupils, if we could add many specialists to the program. I believe this is the question you ask and this is my answer. There are many more things we can do in addition to what we are doing.

Vice Chairman Patterson. And then to extend that question. Over the long range, do you believe that Project Beacon and projects of this type, taking needs in detail and working on specific parts of the problem, simply enlarging the magnitude of what you are doing, do you believe this is the direction toward the ultimate solution for racial isolation in the schools or do you believe that these are more in the nature of interim arrangements to save, say, a generation and we have to find a fundamentally changed approach to public education? Do you regard your program, in other words, as the direction we should continue in or do you see it more as an interim arrangement pending some fundamental change that should be worked in American education?

Mr. Franco. Idealistically, I think that the educational direction that we should be going into or towards is towards an integrated situation but, however, I think that we have to consider the types of things that we are doing in these programs, also.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. No questions.

Chairman Hannah. Mrs. Freeman?

Commissioner Freeman. No questions.

Chairman Hannah. Dr. Rankin?

Commissioner Rankin. Do other cities in New York have a program similar to yours?

Mr. Franco. I'm sorry I didn't hear the question.

Commissioner Rankin. Do other cities in New York have a program similar to yours?

Mr. Franco. Yes, I believe there are 32 Project Ables throughout the State. We are just one of them. We have just changed the name of our project to Project Beacon.

Commissioner Rankin. Which one was first? Do you remember?

Mr. Franco. Which school system? I don't know.

Commissioner Rankin. Thank you.

Chairman Hannah. Mr. Taylor?

Mr. Taylor. I believe you said, Mr. Franco, that the criteria for participation in this program goes to schools rather than to individual children and has to do with cultural disadvantage. Is that right? It's the schools which are selected rather than individual children?

Mr. Franco. The total situation was selected. I believe the question was how were the schools selected and I did say because they were commonly, they fell into the category of cultural disadvantaged so to speak, in quotes.

Mr. Taylor. What are the attributes of cultural disadvantage?

Mr. Franco. I think the common denominator is poverty, economics, social economics and such things.

Mr. Taylor. Would you say that the children of these poor families come to school without having had background of books in the home in many cases or having had parents read to them as an ordinary part of their routine? Does that constitute part of it?

Mr. Franco. This is characteristic of it, yes. This is the need for the language aspect of our program, to overcome the so-called verbal deficits that children do have.

Mr. Taylor. Would you say such children might benefit if they had daily contact with children who came from another kind of environment and did have books as a part of their regular life?

Mr. Franco. Yes.

Mr. Taylor. Is it possible that if children were, in the long run, dispersed to other schools that Project Beacon might not be necessary?

Mr. Franco. It could be eliminated, but, however, I think there will still be the need for some compensatory activities in the schools in which they are dispersed.

Mr. Taylor. But perhaps based on an individual need rather than——

Mr. Franco. Yes.

Mr. Taylor. Now, your program I gather has only been in operation for a short period of time so that you haven't had a thorough evaluation of it and it would be hard to——

Mr. Franco. That's true.

Mr. Taylor. Do you know of any programs around the country that have proved of lasting value, any programs in compensatory education where you could say that the results have proved out over a period of years?

Mr. Franco. I know of no research on that right now that has proved statistically that they have been effective. Is that what you mean?

Mr. Taylor. Yes. I have nothing further.

Chairman Hannah. Thank you very much, Mr. Franco. You are excused. Mr. Glickstein, will you call the next witness?

Mr. Glickstein. Our next witness is Mr. Vincent DiSano.

(Whereupon, Mr. Vincent DiSano was sworn by the Chairman and testified as follows:)

TESTIMONY OF MR. VINCENT DI SANO, ROCHESTER, NEW YORK

Mr. Glickstein. Would you please state your full name and address and occupation?

Mr. DiSano. Vincent DiSano, 583 Clay Avenue. I am a real estate salesman.

Mr. Glickstein. Mr. DiSano, are you a parent of school children?

Mr. DiSano. Yes, I am.

Mr. Glickstein. Where do they attend school now?

Mr. DiSano. Well, I have one boy, my oldest boy is at John Marshall High School and my two younger children are at Sacred Heart Cathedral School.

Mr. Glickstein. Which is a parochial school?

Mr. DiSano. Yes.

Mr. Glickstein. Elementary school?

Mr. DiSano. Yes.

Mr. Glickstein. Did your younger children as well as your older boy previously attend public school?

Mr. DiSano. Yes, they did.

Mr. Glickstein. Which school?

Mr. DiSano. No. 40.

Mr. Glickstein. When did they transfer out of No. 40?

Mr. DiSano. In 1965.

Mr. Glickstein. This is their second year, then, out of No. 40? Is that right?

Mr. DiSano. Yes, it is.

Mr. Glickstein. Are you a member and an officer of a neighborhood association?

Mr. DiSano. Yes, I am.

Mr. Glickstein. Would you tell the Commissioners the name of the organization and what your position is?

Mr. DiSano. Well, I'm an officer of two organizations. I am the president of 40 School District Association and also the Neighborhood Concept Association of Rochester. I am president of both organizations.

Mr. Glickstein. What do these organizations stand for?

Mr. DiSano. Well, I believe our primary interests are simply better education rather than artificial integration. I feel that at the time we started we found that some of our own schools were overcrowded. They were using portable classrooms for two classes in my child's school, and during this time they told us that the schools they were bringing children from were overcrowded and this just didn't seem possible to me that they would alleviate a situation there.

Mr. Glickstein. And I gather then that your association got started in order to deal with this busing situation that you just described. Is that right?

Mr. DiSano. Yes, our association got started to deal with busing, because we felt that it was an unnecessary thing. You see, I live in an integrated neighborhood and we are happy living in an integrated neighborhood. We feel that the children that live in our neighborhood and go to our schools and that they should be able to walk back and forth from school with our children. They should be able to have lunch with our children, participate in school activities with our children. Then they will become friends and get to know each other well.

Mr. Glickstein. And so even before the busing began you had some Negroes in your school. Is that correct?

Mr. DiSano. Yes, very few at that time. We have had more move into the neighborhood and it is working out very well.

Mr. Glickstein. What is your present opinion of busing Negro children from the inner-city schools to School No. 40?

Mr. DiSano. Well, I feel that it is a waste of the taxpayer's money, simply because these children are being bused into our school and bused out of our school and they don't get a chance to know our children at all, with the exception of during the classroom study time. And I don't see how you could get to know a person very well when you can't speak to him.

Mr. Glickstein. You don't think this program helps the children who are bused in?

Mr. DiSano. No, I also feel that the Negro children are growing to resent ours, because my children perhaps will go to school on a brand new bicycle, park it, and walk into school. The situation that we have now, some of these Negro children don't have brand new bicycles. They see this and there is a bit of envy. I feel that in many cases these children would like to go out into the playground after lunch and play with our children, but no, they have to stay inside and watch through the window, as our children play outside, because they are not allowed to go out and play with our children.

Mr. Glickstein. They are waiting for the bus, is that why?

Mr. DiSano. No, this is during their lunch period. They certainly are through with lunch a lot earlier than my children who walk home and walk back and should be allowed to go out doors and play.

Mr. Glickstein. And the children that are bused in eat their lunch in the school?

Mr. DiSano. They eat their lunch in school and stay in school.

Mr. Glickstein. Do you believe that this busing interfered with the education of your children while they were at No. 40?

Mr. DiSano. Only that some of the children and from what I understand—I am not an educator—from what I understand of people that were educators these children that came in were not prepared to go right into the classroom and take over at the same pace that our children were at, at that particular time. I understand that our children were held back for a short period of time. However, in another school in the city I was told that the children were held back for nearly the entire term, while the children caught on to what they were doing. So, therefore, those children I assume lost an entire school year.

Mr. Glickstein. Did your children make friends with the Negro children who were bused into No. 40?

Mr. DiSano. Yes, they did.

Mr. Glickstein. Did they go home with them after school?

Mr. DiSano. How could they? These children got on the bus, they left 10 minutes earlier than my children.

Mr. Glickstein. Why did you take your children out of School 40?

Mr. DiSano. We had difficulty with the principal there. One of my children was beat up by our own local residential boys, who were neither bused in nor Negro, and the principal felt that it was not her responsibility and there was an available space in a parochial school, and another factor that came into our mind at the time was the fact that my boy in the third or fourth grade at the time and other children in the third or fourth grades didn't know how to read and here we have a Board of Education spending a lot of money busing children when they didn't spend enough money or time teaching them how to read in the third or fourth grade. This seemed ridiculous to me.

Mr. Glickstein. And you found out this was a situation that not only you found yourself in, but parents of other children?

Mr. DiSano. Many.

Mr. Glickstein. How did you find this out?

Mr. DiSano. Through our own group and discussions and some of the educators within the schools.

Mr. Glickstein. I have no further questions.

Chairman Hannah. Mr. Patterson?

Vice Chairman Patterson. No questions.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. No questions.

Chairman Hannah. Mrs. Freeman?

Commissioner Freeman. How large is the Association, the No. 40 Neighborhood Association?

Mr. DiSano. It is difficult to say how large our representation or our membership is. We have, I think, the majority of parents that have children going to the school. On the other hand, we have parents within the organizations for various reasons which does not surprise me and I don't think would surprise you. Some of the reasons are simply because they are prejudiced. There are other people who are in there because they realize there is a problem.

COMMISSIONER FREEMAN. Do you have some persons who are members of the organization because they are prejudiced against Negroes?

MR. DISANO. Yes.

COMMISSIONER FREEMAN. Do you have any Negro members of the No. 40 Neighborhood Association?

MR. DISANO. Yes.

COMMISSIONER FREEMAN. How many, or about how many?

MR. DISANO. Negro members?

COMMISSIONER FREEMAN. Yes.

MR. DISANO. One.

COMMISSIONER FREEMAN. One. The No. 40 School is within a geographical district that includes about how many Negro families?

MR. DISANO. I believe that we include approximately eight or nine.

COMMISSIONER FREEMAN. About how many children are there?

MR. DISANO. I wouldn't know.

COMMISSIONER FREEMAN. Well, you indicated that your children were going to an integrated school?

MR. DISANO. Yes, they are.

COMMISSIONER FREEMAN. Which means that you have about three, maybe, in the school?

MR. DISANO. I never count by color.

COMMISSIONER FREEMAN. You really don't have any integration in No. 40, do you?

MR. DISANO. Yes, we do.

COMMISSIONER FREEMAN. Thank you.

CHAIRMAN HANNAH. Dr. Rankin?

COMMISSIONER RANKIN. Is the parochial school that your sons now attend integrated?

MR. DISANO. I don't think so.

COMMISSIONER RANKIN. There are no Negro students?

MR. DISANO. I don't believe so.

CHAIRMAN HANNAH. Mr. Taylor?

MR. TAYLOR. Is your son making better progress in the parochial school than he was in the public school?

MR. DISANO. Yes, he is, not simply because of his change to a parochial school. When I discovered that my boy was not capable of reading, I asked around to find out if there was a way that I could perhaps help him and find out if it was the boy that had a problem, and I was recommended a book called the Hay-Wingo Method on Phonetics.

I tried to purchase this book in one of our downtown stores and then one of our shopping plaza stores who generally have a large variety and I was told that I was unable to obtain it unless I was a teacher. Well, through someone who was a teacher, I was able to obtain it and before the boy went much farther I had taught him the basic fundamentals of reading, again from there the school had to take over. I am not an educator.

MR. TAYLOR. How does your son get to parochial school?

MR. DISANO. Pardon?

MR. TAYLOR. How does your son get to parochial school?

MR. DISANO. He walks.

MR. TAYLOR. It is within walking distance?

MR. DISANO. Yes.

CHAIRMAN HANNAH. Thank you very much, Mr. DiSano. You are excused.

CHAIRMAN HANNAH. Mr. Glickstein, will you call the next witness?

MR. GLICKSTEIN. The next witness is Mrs. Alice H. Young.

(Whereupon, Mrs. Alice H. Young was sworn by the Chairman and testified as follows:)

TESTIMONY OF MRS. ALICE H. YOUNG, ADMINISTRATOR, TITLE I PROGRAMS, CITY SCHOOL DISTRICT, ROCHESTER, NEW YORK

MR. GLICKSTEIN. Mrs. Young, would you please state your full name, address, and occupation?

MRS. YOUNG. My name is Alice Holloway Young. I reside at 99 Millbank Street. I am an elementary school principal on special assignment as the Administrator of Title I Programs for the City School District.

MR. GLICKSTEIN. How long have you been an elementary school principal?

MRS. YOUNG. I was an elementary school principal for three years.

MR. GLICKSTEIN. And how long have you been with the Rochester school system?

MRS. YOUNG. Since 1952, that would be.

MR. GLICKSTEIN. So you were a teacher for a number of years before you became principal?

MRS. YOUNG. Yes. I was a supervising teacher for four years prior to becoming a principal.

MR. GLICKSTEIN. What are your responsibilities as administrator of Title I for the Rochester school system?

MRS. YOUNG. As administrator of the Title I programs I am involved with the planning, implementation, and administration of Title I programs. It also involves working very closely with parochial school people because the programs are for both public and parochial school children. Also I work closely with project supervisors who are in charge of various projects. I am personally responsible for the supervision and implementation of seven of these programs. I work very closely with our legal counsel because many of our programs are by contract with various agencies, the contract for specific services. I work closely with our Department of Planning and Research in planning and evaluation, and, of course, with the Department of Finance on budgetary matters.

Mr. Glickstein. What other responsibilities do you have besides your Title I duties that you just described to us?

Mrs. Young. In the community I am beginning my fifth year as a trustee of Monroe Community College. I am a member, I'm a commissioner on the Human Relations Commission. Back to Title I, I am available to staff members, to many parents at all times. I go into many schools if not all the schools to observe programs in operation.

Mr. Glickstein. Do you also handle the various transfer programs for the Rochester school system?

Mrs. Young. Yes, the pupil transfer program is a program under Title I.

Mr. Glickstein. One of the programs—pupil transfer program—is the Open Enrollment Program. When was this program first instituted?

Mrs. Young. This program was first instituted in February of 1964.

Mr. Glickstein. Would you briefly tell us how this program operates and how many schools are involved?

Mrs. Young. Yes. At the beginning six inner-city schools were identified as sending schools. These were inner-city schools. At present these six schools are still the sending schools.

Mr. Glickstein. These are predominantly Negro schools?

Mrs. Young. These are predominantly Negro schools. At the beginning 18 receiving schools were involved in the program. At the present time 20 receiving schools are involved. Children are sent from the sending schools on open enrollment to the receiving schools upon parent request and if space is available at the grade level in the receiving schools.

Mr. Glickstein. Mrs. Young, when this program was first instituted, how many persons applied for transfer?

Mrs. Young. At the beginning over 1,500 children—parents applied for their children. Parents of over 1,500 children applied for transfer.

Mr. Glickstein. Mrs. Young—Mr. Chairman, may I have marked for identification a letter dated December 2, 1963 from the Rochester School District and as Exhibit No. 5.

Mrs. Young, would you tell us if this is a copy of the type of letter sent to students who applied for open enrollment?

Mrs. Young. Yes.

Mr. Glickstein. Mr. Chairman, may we have this letter introduced as Exhibit 5?

Chairman Hannah. It is accepted as Exhibit 5.

(The document referred to above, was marked as Exhibit No. 5, and received in evidence.)

Mr. Glickstein. How many students of the 1,500 that expressed interest were accepted?

Mrs. Young. Less than 500. Almost 500.

Mr. Glickstein. About a third?

Mrs. Young. Yes.

Mr. Glickstein. How were these children selected?

Mrs. Young. Well, there were three methods of selection or three plans we used in selecting these children. It was necessary to devise plans because of the overwhelming number of requests and the limited number of spaces available in the receiving schools. We had Plan A, in which every child, the parents of every child in all six sending schools, received an opportunity to request transfer to receiving schools. Plan B was principals of these six sending schools would recommend boys and girls whom they felt were good achievers, would be well adjusted and would profit by the experience in a new setting. Plan C involved children who were recommended by the principal and teachers who had not evidenced exceptional achievement or ability, but whom these principals and teachers felt would be motivated in a new setting, in a receiving school, and should have the opportunity to transfer. These three plans were used, A, B, and C.

Mr. Glickstein. Were you planning to use all three of them or were you going to use B if A doesn't work and so on?

Mrs. Young. Three plans were to be used simply because we did not know how many parents would respond. We were fearful that not enough parents would respond. Frankly, we thought maybe 250 or less might respond, but over 1,500 responded.

It was interesting to note that some of the children whom the principals and teachers had recommended in Plan B were children whose parents requested their transfer. Similarly, or by the same token, not similarly, some of the children whom the teachers and principals had recommended to go were children whose parents did not request it. Also, from Plan C, many children were given the opportunity, and it was interesting that some of these parents had asked that their children be transferred. Those three plans were used.

When 1,500 requests came through, it was necessary to do some screening, with "X" number of spaces available and so many children requesting permission to go.

A committee was formed and this committee had to use some criteria for screening youngsters who would fill these positions at the given grade levels. The first criteria or the criteria which received the heaviest weight or was given the most attention was teacher recommendation. It was felt that the teacher would know these boys and girls better than any other person working with them, so it was teacher recommendation, then principal recommendation.

Mr. Glickstein. What did the teacher base her recommendation on? What were the factors the teacher considered?

Mrs. Young. The teacher based her recommendation upon whether or not the youngster attended school, what was his attendance record like. If he did not get to his home school, would he be able to catch the bus and go some place else. The teacher looked at the attendance record. She looked at his achievement: what had he been doing in her class. She looked at whether or not he was known to pupil personnel services. This would include the psychologist, the social worker, or the nurse, to see whether or not he had problems physical or emotional. However, this did not rule out whether or not a child might go. She looked at his ability. However, achievement took much greater precedence than ability because we feel that ability at school does not always indicate what a child is capable of doing.

Mr. Glickstein. Mrs. Young, how many children participated in this program in the 1964–65 school year?

Mrs. Young. In 1964–65 we had around—'64–'65, that was the first year——

Mr. Glickstein. Did all the 500, did they all participate?

Mrs. Young. We filled the spaces, yes, it was very near 500.

Mr. Glickstein. How about the last school year, '65–'66?

Mrs. Young. Last school year around 700. I say around or approximately because this number is never stable. It is an open thing and when spaces are available a child may move in.

Mr. Glickstein. Can you estimate how many children will be participating this school year?

Mrs. Young. At the present time we have, well, as of yesterday, 569 children participating. However, many more will participate this school year because we will move on open enrollment on the 26th. Already on my desk I have requests from 83 parents to have their children move. Principals have their own waiting list. Not all parents will call my office. Most of them will contact their school principal.

Mr. Glickstein. Mrs. Young, our Staff Report Exhibit No. 2, on page 25, indicates that in the six sending schools, the percentage of Negroes in those schools has increased since the Open Enrollment Program has been instituted. How do you account for this fact?

Mrs. Young. Well, some white pupils went out on open enrollment. However, I don't think this number would appreciably affect the situation in the sending school. I think the greatest factor to which we could atribute this is the housing pattern in Rochester. If Negroes are restricted to given areas as Negroes move out, others come in. I think the housing pattern with the restrictions surrounding it——

Mr. Glickstein. That's what is left of the increase?

Mrs. Young. Yes, this I think does have a tremendous effect upon the composition of the schools in the areas.

Mr. Glickstein. I believe you mentioned that the Open Enrollment Program is financed under Title I?

Mrs. Young. The Open Enrollment Program was first, at the beginning, financed by local funds in 1964, February, when it began, except for 90 percent reimbursement by the State for transportation. Last year the program was financed by local funds except for the transportation which was the same. From Title I, last year approximately $27,000 was spent for the addition of four elementary school teachers and two lunchroom supervisors. These four elementary school teachers were necessary because of the increase in the number of children sent to the various receiving schools. You see, Title I Law, or Title I, provides that local school efforts should not be diminished or should not be lessened because of funds, so any financial responsibilities which a local district assumed prior to Title I, cannot be replaced by Title I funds.

Mr. Glickstein. Have the children who participated initially in open enrollment stayed at the receiving schools by and large?

Mrs. Young. Yes, the retention rate has been quite high.

Mr. Glickstein. Are they considered to be permanent members of the student body there?

Mrs. Young. Yes.

Mr. Glickstein. And made to feel at home?

Mrs. Young. Yes, they are. When they transferred to the receiving schools they no longer belong to the sending school. They are the pupils of the receiving school.

Mr. Glickstein. Mrs. Young, we have heard the Triad Plan, the Extended Home Zone Plan, described as a plan under which three schools nearby are placed into the same zone and children can transfer from one to another depending upon space available. I believe there were nine schools participating in this program in three triads. How were these schools chosen to participate?

Mrs. Young. Well, these nine schools are comprised of three groups of three schools, one of which is predominantly Negro in population. One was predominantly white in population. The third may or may not have been predominantly Negro. They are school districts very close together within walking distance so that children could walk to either one of three schools.

Mr. Glickstein. How were the students selected to participate in this program?

Mrs. Young. These students were selected by parents' request and whether or not space was available. Pupils living in their home district would have first choice of the available space.

Mr. Glickstein. Do you know if this program has affected the racial balance in the predominantly Negro schools that are participating in it?

Mrs. Young. Well, it would be only a very small percentage.

Mr. Glickstein. Our figures which appear on page 28 of Exhibit 2, the Staff Report, indicate that the ratio, number of Negroes in the schools that were predominantly Negro, has gone up a little bit.

Mrs. Young. This may be true.

Mr. Glickstein. Are there other programs currently in operation in the city schools which are designed to alleviate racial imbalance?

Mrs. Young. Yes. The one which was mentioned this morning was the West Irondequoit Pupil Transfer Program in which 24 first grade children from an inner-city school, School 19, were transported to West Irondequoit. These children will remain this year and go on to second grade, and 25 first graders have been selected. So presently 49 children from School 19 are attending school in West Irondequoit.

Mr. Glickstein. Mrs. Young, our Staff Report, Exhibit 2, indicates that there are approximately 7,600 students in the elementary schools with a nonwhite enrollment in excess of 50 percent. How many students are affected by the programs which you have described?

Mrs Young. Presently, if we talk about last year's figures, because we don't know what this year's figures will be yet, 900 elementary school children were moved out of their home school district on some kind of transfer program last year, and this year we know around 200 or more high school students are being transferred out of Madison, so it would be at least 1,100 pupils.

Mr. Glickstein. Mrs. Young, in your opinion can integrated education be achieved within the framework of the neighborhood school?

Mrs. Young. In my opinion it cannot be achieved. As long as our housing pattern exists as it is now, this is going to be an impossibility.

Mr. Glickstein. I have no further questions.

Chairman Hannah. Mr. Patterson?

Vice Chairman Patterson. Mrs. Young, what would happen in the schools of Rochester if you simply said any child can go to any school he wants to?

Mrs. Young. Well, in my opinion there would be great confusion certainly, because we have to think in terms of where space is available. This is one reason why I think all of us are in favor of quality education, we are in favor of integrated schools, but we are also in favor of taking sound steps which will insure quality education for all children. Children who are in the inner-city and children who are in the outer schools.

I can envision complete chaos, unless we do a lot more thinking and planning. You see, we may some day get to the stage where we can say this. Especially if in our planning—and I neglected to say in mentioning our plans for integration, it was mentioned before me, I guess it isn't necessary, but our plans for our junior high school which will really be a step in the right direction toward integration and toward saying, in a sense, we are headed in the right direction. I have gone around your question, but yet I don't think I have. What I've said is I hope some day we can say, "You can go to any school you want to," but I think before we can say this, we must stop, we must think, we must plan. We must do a lot of experimentation. I don't think we should move without thinking of the child. You see, in industry things can be done this way. Factory piece work quickly stamp a machine, but we are dealing with human beings, we are dealing with individuals who have specific and unique needs. We are dealing with foundations for our democracy for tomorrow and what we do to all children and with all children and for all children is very, very important. I'm not playing the whole problem. I'm not cutting it off lightly. What I'm saying is that all of us in this room are involved in a very serious kind of problem. One that is not only faced by the school and educators. I think that the more and more we let other people know that this problem is the problem of the Nation. Educators are willing to take the lead, but other social agencies must work hard with us—housing, employment and everything else.

Vice Chairman Patterson. I think your answer is quite responsive, thank you.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. I wonder if I might pursue that just a little bit. I recognize the problems fully in simply announcing that there will be open registration in all the schools of Rochester and then you sit back and wait until the opening day and then there might well be chaos. But suppose you did it in the spring? Suppose you did it in March and said that this is a tentative registration and we want to see what it will look like and see what the problems are and whether it can be worked out and then indeed not only would you have people select a school, but maybe a first choice and a second choice. Maybe even a third choice. Now, I know this would be a large number, but I think you might find that on a tentative basis, where you didn't agree to take all the people, and where there was a choice indicated, that you would find that it could be handled. It might lead to some different patterns in schools. Some school might have only the first four grades or something like that. Is that something that would be worth looking into and exploring and seeing what its possibilities are?

Mrs. Young. We found in our elementary school open enrollment giving parents a choice of 1, 2, or 3 was very helpful. Even with the small number of children we moved, this was necessary and it was helpful. I think here in Rochester we would not be afraid to be innovative and creative, always keeping in mind what is educationally sound. I would not think that this would be an impossibility. However, I would not like to wait until March. I don't think we are afraid of changing patterns because we are in the midst of change. I think our leaders, our board, our superintendents, are on the forefront with change, but we must also remember that we are an institution within a community. We must educate the community also to go along with us in our changes. We must educate our teachers, our administrators. It would take time. I'm not saying time meaning five years, I mean ample time. If it is two months or whatever is ample time to work out a program which is sound.

Commissioner Griswold. Well, you might do it just for certain grades then. What I am trying to suggest is that to me, your answer that it would be chaos——

Mrs. Young. It would be chaos if it were not well planned.

Commissioner Griswold. Just a moment. That is not an adequate answer. You don't know that it would be chaos until you tried and you might well find that if you tried that it would be administratively feasible, not perhaps a 100 percent, but maybe 75 percent and I'm suggesting, I think you have made remarkable progress so far and I'm just trying to urge you on a little further. It seems to me that an open enrollment system, citywide, would answer a good many questions and I'm wondering whether it isn't worth doing some experimentation to see whether these problems are as serious as you think they would be, to see whether there really would be chaos. After all in a particular neighborhood school you don't know when you open it just exactly what the enrollment is going to be and you may have to have three first grades instead of two. You may have to have a lot of shifting often at the last minute in order to meet the particular needs, and you may have one class that is bigger than you would like and you may have a class that's smaller than you would like and I find myself with the thought that in a city as relatively homogeneous as Rochester is, that the chance for an experimentation with a citywide open enrollment system is considerable and I would like to have you think about it.

Mrs. Young. Well, I think many people have been thinking. As you know, a committee has been formed and this is under study with our Dr. Henry Butler working on this with his committee. I'm not suggesting that we are afraid of a chaotic situation. What I'm saying in order to prevent chaos, we need to plan. Now this planning might include thinking through possible solutions if this situation occurs.

Commissioner Griswold. Let me turn to just one other matter. We heard some testimony to the effect that under the existing open enrollment system that the students who were received were treated as a sort of separate group, that they were kept in for lunch and were not allowed out even when their lunch was finished. Is that the practice?

Mrs. Young. This is not the practice. I was actively involved, had been from the beginning with the Open Enrollment Program. At the time it was put into effect, I was called down to work on it as a special assignment while I was principal in a school which was predominantly white and was a receiving school. During the time I worked with the Open Enrollment Program, I visited all sending and all receiving schools. This was not a practice. I've gone out on playgrounds with children. I've gone for walks around the area with children after they have had their lunch. This is not a practice.

Commissioner Griswold. Then we've heard testimony that the received children left school 10 minutes early. Is that a practice?

Mrs. Young. No. I don't mean no, just that way. All children are dismissed. We have regular dismissal times for certain grade levels. These children are dismissed with the regular grade at the time of dismissal. Now, it might mean that a primary child, a child in the primary grades who is dismissed 10 minutes before the children in the upper grades, might leave at dismissal, but the dismissal time is the same for all children in a given grade.

Commissioner Griswold. All children in the same room would be dismissed at the same time?

Mrs. Young. Right.

Commissioner Griswold. So that the received children were not separated in this respect?

Mrs. Young. Right.

Chairman Hannah. Mrs. Freeman?

Commissioner Freeman. Mrs. Young, in a letter which went to the parents in December of 1963, I believe it was, the parent was asked to make a choice as to whether he wanted his child to move from a predominantly Negro school to one that was integrated, and this was the only issue. This was the only question in that letter. However, after the parent made the choice, then I understand from you that three separate plans were developed. Plan A, Plan B, Plan C?

Mrs. Young. No. Sending the letter home, you see, was Plan A. Sending the letter home was Plan A. At the time, if I can just go back a little bit in history. At the time—May I pass this out? This might help clarify it.

Mr. Glickstein. Mr. Chairman, may we have this document entitled "Proposals for Open Enrollment" introduced into the record as Exhibit No. 6?

Chairman Hannah. It is received.

(The document referred to above was marked as Exhibit No. 6 and received in evidence.)

Mrs. Young. As you see, the letters going home to parents was Plan "A".

Commissioner Freeman. Under Plan A, how many parents received such letters?

Mrs. Young. Every parent, the parents of every child in the six sending schools.

Commissioner Freeman. And that would have been about how many?

Mrs. Young. 4,500.

Commissioner Freeman. 4,500. How many spaces were available for those 4,500 pupils?

Mrs. Young. We placed all the children in the spaces which were available so that it would be around 500.

Commissioner Freeman. About 500. Now, how were the choices made as to which children would go under Plan A? This was the only criteria, then, is that right?

Mrs. Young. Under Plan A, and so that some screening could be done when the 1,500 letters came back, we devised an Open Enrollment Form Sheet, Plan A, which was a guide for the teacher who recommended these youngsters to a committee. This was a committee composed of people from the administrative staff, principals, I was on the committee, and a person in planning and research.

This committee gathered and used all the information which we could on these children. We made many personal contacts with parents. We made personal contacts with principals, with teachers, so that we could allow opportunity for the screening.

COMMISSIONER FREEMAN. The children who were bused or sent, were they the only ones who were screened?

MRS. YOUNG. The children who were sent were the only ones—no, I'm sorry, I'm sorry. No, many more were screened because we wanted—every single one was screened. You see, this was back in December of 1963 and I have to recall. These children were screened, all of them, and then we asked for teacher recommendation. In the meantime many of these parents, in the meantime the climate of Rochester began to become very warm. There was much public opposition to this "busing of children". Many Negro parents were intimidated. Many parents came to me wanting to know what they should do. They feared something might happen to their children. There were several types of apprehension. Many parents changed their mind so that actually we did not face the problem in the final analysis, of placing 1,500 or trying to place 1,500.

COMMISSIONER FREEMAN. There were pressures put on some of the parents to make them change their minds?

MRS. YOUNG. Right. This is correct.

COMMISSIONER FREEMAN. Now, you also stated that in screening the children that one of the criteria was whether a child had a problem with the psychologist?

MRS. YOUNG. Yes.

COMMISSIONER FREEMAN. Was there any consideration as to whether the children at the receiving school, let's say at School 40, was there any consideration as to whether any of those children would have problems with the psychologist?

MRS. YOUNG. I did not say that these children were not sent. Many of the children who were known to the social worker and the psychologist were sent, because in the committee, in talking with the Mental Health Services and the teacher, the teacher recommended highly, a parent requested her child to go, the teacher felt that many of the "problems" may not be evidenced in a new surrounding. These children were not—this was a factor considered, but it did not necessarily eliminate or prevent a child from going. Because you see in the receiving schools, as well as in the sending school, we had mental health clinical service available. These children could be helped, could be given therapy, and in a receiving school as well as in a sending school. This did not prevent a child from going.

COMMISSIONER FREEMAN. The part that troubles me about the open enrollment is that it seems that it was really not open. And that there were criteria that were established and maintained for the children to be sent from the school that were not equally established for the receiving school?

Mrs. Young. This was only for the first group of children who went. Since then it has been an open program if spaces are available. At the beginning when we had a very small number of, a relatively small number of, spaces available with so many children asking to go, we had to do some screening. Now a parent is put on the waiting list and a child is sent depending upon space available. We don't have need for maybe as close a screening, because of the situation and how it has changed since the program has been in effect. It is more or less an automatic thing now, depending upon parents' request and if space is available, although it is limited due to spaces available, because school population has grown in the receiving schools over the years as well as in the sending schools.

Commissioner Freeman. Thank you.

Chairman Hannah. Mr. Rankin?

Commissioner Rankin. I have one question. You say there on your criteria, "displays intermittent apathy for life". You underscore display. If he has it, but doesn't display it, is that correct? Or don't we always have intermittent—mine is a little different at 5 o'clock in the afternoon than at 9 o'clock in the morning.

Mrs. Young. Well, I hope so, but who can say for sure? However, it is interesting that many of these children did go and they did do rather well. However, some of them went from all three groups and had problems which they would have had in the sending schools.

Commissioner Rankin. One other question. Once a student has transferred, he doesn't have to go through it the next year?

Mrs. Young. Oh no, it is automatic. He remains as part of that school.

Commissioner Rankin. Openings, then, that exist after all the first group decided the school they wanted to attend or the school they are now attending?

Mrs. Young. Would you repeat that, please?

Commissioner Rankin. Well, that was a pretty bad statement, but once a student attends a school he is in for good. Is that correct?

Mrs. Young. Yes, unless his parents request him to transfer back.

Commissioner Rankin. And you said very few request for a change back?

Mrs. Young. Right, this is true.

Commissioner Griswold. Could I just ask one question about that? When children have made a change, pursuant to a request, have they or their parents been subjected to pressures because of this?

Mrs. Young. Well, we would like to know the reasons why. Parents will come in. They will make an appointment with the school principal or will call me or make an appointment with me to give the reasons why. The reasons generally fall in two categories. They bought a home in another area. This does not exclude the child if the parent, even though he has moved into another school district within the city—if he wishes his child to continue in open enrollment, he may do so if he can provide transportation or if he can get the child back to the bus. Many parents who have moved out of the sending school areas maybe to a fringe or to a neighboring school district will request that their children remain in the receiving school, or number two, parents have found that adjustment was too great or it was just too much of an effort to get the child there. Another thing is we have made tremendous efforts to put siblings together. Now the first year it was not possible, but we put siblings on the same bus. A bus might stop at two or more schools or maybe three and the siblings could ride the same bus and the last year we made an effort to pool families together in one school where this has been possible.

Commissioner Griswold. I don't think that quite met my question, which was have the parents or children who make the change been subject to pressures of one kind or another, economic or others, which induced them to change back?

Mrs. Young. I have had no report of any such pressures.

Commissioner Griswold. You did suggest that when they were first making the selection that there were pressures and some of them withdrew their election.

Mrs. Young. This is true. It is interesting that it appears that once children appear in a school setting they are accepted by other children in the setting. We seem to have the trouble among ourselves as parents, but not with the children for the most part.

Commissioner Rankin. Could I ask one more question? Did the parents ask for their daughters to be transferred or their sons to be transferred?

Mrs. Young. Both.

Commissioner Rankin. Both? About equal?

Mrs. Young. We don't have any statistics on that. It would be easy to get. Usually families, siblings.

Commissioner Rankin. Generally by families.

Chairman Hannah. Mrs. Young, was your home originally in the North, in New York?

Mrs. Young. No, I'm a native North Carolinian.

Chairman Hannah. Did you get your basic education in the South?

Mrs. Young. I went through high school, attended high school in Warren County, North Carolina and received my bachelor of science degree at Bennett College for Women in Greensboro. I received my master of education degree at the University of Rochester here.

Chairman Hannah. Thank you very much. Mr. Taylor?

MR. TAYLOR. Just to clarify matters in my own mind. The basic problem was that you had 500 spaces and 1,500 applications. Is that correct?

MRS. YOUNG. This was the basic problem, yes.

MR. TAYLOR. And am I correct in assuming that neither you nor any other educator has made the judgment that if you had sufficient spaces that any of these children would be disqualified on grounds that they couldn't make a good adjustment?

MRS. YOUNG. No, we would not disqualify any child, if we had space. Does this answer your question?

MR. TAYLOR. So these were criteria imposed by the necessity——

MRS. YOUNG. Right. Under the situation, under the circumstances we had to select, so we thought, we needed some criteria and these we felt were the most important, ranging in importance, first, the teacher's recommendation, attendance known to the mental health services or the nurse, achievement, which, of course, would be a part of the teacher's evaluation, and I would put at the bottom of the barrel, ability.

MR. TAYLOR. Thank you.

CHAIRMAN HANNAH. Thank you very much, Mrs. Young. We appreciate your being with us this afternoon. Now, Counsel, will you call the last witness before the dinner recess?

MR. GLICKSTEIN. The next witness is Dr. William C. Rock.

(Whereupon, Dr. William C. Rock was sworn by the Chairman and testified as follows:)

TESTIMONY OF DR. WILLIAM C. ROCK, COORDINATOR OF PLANNING AND RESEARCH, CITY SCHOOL DISTRICT, ROCHESTER, NEW YORK

MR. GLICKSTEIN. Would you please state your full name, address, and occupation for the record?

DR. ROCK. William C. Rock, 144 Beresford Road, Rochester, New York. I'm Coordinator of Planning and Research.

MR. GLICKSTEIN. What is your educational background?

DR. ROCK. I hold a doctorate in educational administration from Teachers College, Columbia University.

MR. GLICKSTEIN. Dr. Rock, how long have you been with the Rochester school system?

DR. ROCK. This is my fifth year.

MR. GLICKSTEIN. Would you please describe your responsibilities as coordinator of planning and research?

DR. ROCK. The Division of Planning and Research is one of seven divisions reporting to the superintendent of schools. One of our primary functions is the area of planning which involves systemwide activities that involve coordinating the efforts of a number of divisions. For instance, examples would be the area of integration, the area of Federal aid. The second major responsibility is testing. This involves both standardized testing and the development of June examinations on a local basis. The third area is instructional research. The fourth area is administrative research such as enrollment projections, class size studies, etc.

Mr. Glickstein. I believe, Dr. Rock, that you are intimately acquainted with and participated fully in the selection of the students in the Open Enrollment Program. Is that correct?

Dr. Rock. A member of my staff did and I am acquainted with the selection.

Mr. Glickstein. We have heard some testimony today that the best children from sending schools were those who were selected to participate in open enrollment. Is that true?

Dr. Rock. I want to point out several things. I'd say first of all it is not true. This program was voluntary and approximately 3,000 children did not request transfers, so that out of the 4,500 children, only 1,500 children actually did request transfers. So that to begin with there were many children of above average and high ability who never asked to leave the schools. In addition, as has already been indicated, we were not able that first year to take more than 500 children so that actually we are only taking 500 out of the 4,500 children. Secondly, some children were deliberately selected under Plan C. In other words, on this sheet which Mrs. Young gave you, I think the point on intermittent apathy is good, but I think what we were trying to get across in our description was that we wanted to permit some children to leave who were not making a good adjustment in the school and who might be helped by this type of move. A number of children were selected under Plan C, and these children were children who were not doing particularly well in school. Third, is that in Mr. George Rentsch's evaluation of open enrollment which we may talk more about later, he was able to form a control group through the use of matching techniques without difficulty, again indicating there were many able children in the school. A fourth indication is that some of the children who were selected were in fact so slow that some were retarded and later were placed in Special Education. So, I think all of these things are indications that a cross section of children were taken.

At the same time, of the group of 1,500 who requested transfer, those who were selected were a little bit above average in achievement as compared with the group not selected.

Mr. Glickstein. Dr. Rock, have you made any evaluation of the performance of the children in the Open Enrollment Program?

Dr. Rock. Before responding directly to the question, I wish to make or point out my feeling regarding research in this area. I do not believe that it is productive to conduct research which has as a hypothesis a determination of whether or not school integration is beneficial to children. I believe that the need for children to have integrated experiences throughout their school careers is as necessary as the need to read. Since the survival of our democracy depends upon the capacity of its citizens to live and to work together in a productive manner, the question of integration *per se* cannot be a subject for research. Therefore, when we examine programs involving integration, it is to determine if modifications and improvements may be needed to create additional opportunities and not to determine if efforts to integrate our schools should be continued or discontinued. Mr. George J. Rentsch, coordinator of instruction in the city school district, has been engaged in a comprehensive study of open enrollment this past year. He has been conducting this study while on sabbatical leave at the University of Buffalo, and this study is a part of his dissertation requirement for the doctorate. Since it is still in process, he is not at liberty to report on it and I cannot comment on all parts of it, since it is not complete. At the same time, I have reviewed Mr. Rentsch's data and can testify on the basis of this review. However, for the record, I must make it clear that these are my conclusions based upon my examination of the data and that Mr. Rentsch's final conclusions may be more exhaustive or even different.

Mr. Glickstein. What was your method of evaluation?

Dr. Rock. In Mr. Rentsch's study he basically formed two control groups. One was a group of transferred third grade children, fourth grade children, and fifth grade children, about 100 children in all, that he compared with an equivalent number of children at the same grade levels that were not transferred. He formed a second control group by matching children in grades kindergarten to five. So there were actually two control groups examined. He also utilized questionnaires to teachers and principals.

Mr. Glickstein. On the basis of your review of the data that Mr. Rentsch accumulated, what would you say the performance of children who participated in open enrollment was like in comparison with the control group that remained in the sending schools?

Dr. Rock. In the area of achievement, standardized tests in reading and arithmetic were used and upon my examination, we found that children in the groups that transferred attained about the same as children who did not transfer. There were differences at grade levels, but these did not—various grade levels—but they were not significant and did not appear to be.

Mr. Glickstein. Do you think the Open Enrollment Program was successful in improving the motivation of the children who participated?

Dr. Rock. I think in the area of motivation we have some evidence that it was. On the basis again of examining Mr. Rentsch's data, it appears to me that attendance and the tardiness of children who transferred was less than children who remained behind. I think this is interesting because at the time the program was implemented many people at least purported to be most concerned about whether the children would be able to handle the situation of taking a bus. Not only did they handle it, but they had better attendance and they were also tardy less often. It is also important, I think, to note that the children who transferred received above average grades in citizenship in the schools, which I think indicates they were accepted by the teachers and also that they made a good adjustment and were highly motivated. This would be another evidence of motivation.

Mr. Glickstein. Did the program have any effect on the performance of the students already at the receiving schools?

Dr. Rock. It is important to note that the mean number of children in classrooms in open enrollment was only 2.9. Now, that would vary from one to 10, depending upon the school and the available space. Because of this it seems unlikely to us that the program had any effect, measurable effect, on the white children's achievements in these schools. As a personal matter I don't believe it would anyway. I'm not sure it is worth measuring.

Most of the classes in the receiving schools also receive children on open enrollment which meant we could not establish control groups. So we did not measure, in effect, on achievement. However, I don't think this is the most important effect. The most important effect is not one which can be measured by administering tests or questionnaires. This effect is the fact that several thousand white children were having their first important contact with members of another race. Moreover, data gathered indicates to me that teachers and principals considered open enrollment pupils to be well integrated into the life of the school. The results of this effect cannot be measured in a two-year span, but hopefully when these children are adults, they will not be among those who call me and others to tell us that they do not like Negroes and that they do not want their children to talk with or associate with Negro children.

Hopefully through an understanding of what we are trying to accomplish, these children, both white and Negro, will help lead the way to remove all forms of discrimination in our society.

Hopefully, direct value confrontation will be more effective in producing brotherhood than well prepared lectures made to classes of all-white students by social studies teachers such as myself or by our various civic, industrial, and church leaders. I guess I am saying that without integrated experiences children have little basis for understanding and respecting other races, religions, and socio-economic groups, but with such integration, there is at least the opportunity for mutual respect and understanding to develop.

MR. GLICKSTEIN. Dr. Rock, was any evaluation made of the impact of open enrollment on the teachers who participated in the program?

DR. ROCK. Yes, there was. We found that most teachers considered themselves prepared to participate in the Open Enrollment Program. In other words, they did not feel they were unprepared. I have already noted that the majority of children received high citizenship grades. By citizenship, this would include behavior and adjustment which I think indicates that the teachers found the classroom situation running smoothly. At the same time, there were some teachers who did not feel prepared for the program and, in fact, a few opposed the program.

MR. GLICKSTEIN. Dr. Rock, we have heard some testimony about the West Irondequoit program under which approximately 50 students from Rochester schools are attending a school in the suburban school system of West Irondequoit. Has any evaluation been made of this program?

DR. ROCK. Yes, it has.

MR. GLICKSTEIN. Would you describe who evaluated the program and the methods by which it was evaluated?

DR. ROCK. Well, first of all the program is evaluated by the Department of Planning and Research in cooperation with the the West Irondequoit public schools and with consultant help from the University of Rochester. And we do have a report on that which you may wish.

MR. GLICKSTEIN. Do you have that report with you?

DR. ROCK. Yes, I do.

MR. GLICKSTEIN. May we have this marked into evidence as Exhibit No. 7, please?

CHAIRMAN HANNAH. It is received.

(The document referred to above, was marked as Exhibit No. 7, and received in evidence.)

DR. ROCK. I think it is important to know that from the outset the West Irondequoit project was designed to make it possible to conduct research. A pool of 58 incoming first grade children from William H. Seward School No. 19 in Rochester were selected as possible participants. Through the use of random assignments, 29 of these children were selected for the experimental group and 29 for the control group. It was not until the groups had been established that we actually contacted the parents of children. The fact that we were able to use random assignment assured us of a valid control which is quite difficult to obtain in educational research. We studied the results of the Metropolitan Readiness Test administered earlier in the year, the results of the Metropolitan Reading Tests, and the Science Research Associates' Reading Test administered at the end of the year, the failure rates of children, the social and work habits of children, and data on attendance. In addition, sociometric techniques were developed in cooperation with Dr. James V. Mitchell of the University of Rochester who utilized a study of the dynamics of the classroom situation. Teacher reactions were also checked on a periodic basis by Mr. William Heinrich, director of the West Irondequoit school system.

In addition, a five-man team representing several divisions of the New York State Education Department made a three-day visit in March to evaluate the program.

MR. GLICKSTEIN. Would you please tell us what conclusions you reached?

DR. ROCK. I think it is important to note that our report is an interim report, that this is a longitudinal study, so that the conclusions reached must be considered in that light.

The general conclusions were as follows:

1. In general, children transferring from the city school district to the West Irondequoit schools became part of a normal school situation. The students adjusted well and indications are that they were readily accepted by both the children and their teachers.

Conclusion 2, the achievement of the transferred children was at least as great as it would have been had they remained in their home district and may have been better. It is important that conclusions in this area be tentative as we follow the children through school.

Third, in general teachers in West Irondequoit viewed the program as successful and as an opportunity to enrich the educational program for their children in the area of inter-cultural opportunities.

Fourth, the attendance, social growth, and work habits of children transferring to West Irondequoit were equivalent to those of children who did not transfer.

Fifth, the program demonstrated that pupil transfer programs to suburban districts can work smoothly and that such programs can be of major benefit to both suburban and city children without any disruption of the on-going program.

If I may just take a minute to explain the basis for the conclusions, these are the general conclusions I have just given you based on all of the evidence that came in. This is a chart, you will find this in the report as well, depicting the tests' results. The Metropolitan Readiness Test was the control variable, that is, we gave this earlier in the year to determine if the groups were equivalent and, as you can see, the control group scored slightly higher, but this difference is not significant, so the two groups were considered equal. We then gave these two reading tests, which actually had seven sub-tests, so that in effect there were seven different samples of the child's knowledge being taken to determine achievement at the end of the year on all of these tests. But the control group at School No. 19, although it was reading at grade level on some of the tests, was not on others, and this difference was found to be statistically significant on three of the seven sub-tests in favor of the transferred group. We also looked at failure rates. Three of the children who transferred to West Irondequoit did fail first grade. However, when we looked at the control group, and I think this is most important because someone might immediately jump to the conclusion they shouldn't have gone, it was too hard a transition, two of the children also had failed in the control group. So I think we can conclude that probably the three children in West Irondequoit who failed in West Irondequoit would have failed in School No. 19 as well.

By the way, the percentage of failure is much less than what we would find citywide at that grade level. On the socio-metric data we asked six questions of each child on an individual basis in late fall and then again at the end of the year. This is, of course, a very difficult area to measure and we were not seeking firm conclusions, but only trying to get a picture of the dynamics within the classroom situation. We found, for instance, at the beginning of the year, that the white children in West Irondequoit wanted to have the nonwhite children as their best friends as often as you would expect, considering the proportion of white and nonwhite children in the classroom. However, they recognized in the fall that these children were not their best friends. Nonwhite children were not selected very often when asked the question: which children in the class are your best friends?

But by the end of the year the desire that these children had to have these children as their best friends evidently had been fulfilled because at that time we found no difference between whites and nonwhites in being selected as best friends. Some of these questions are negative. For instance, a question such as: which children in the class are always getting into fights? We found that the Negro children were selected more often than white children for the total group.

However, on examining data for individual classrooms, we found that this was due to a situation occurring in perhaps only one or two classrooms. We also found that indeed some of these children did get into a lot of fights. We also found that the children in selection sometimes chose white children more often than even the child who fought the most among the Negro children. So I think even this data as we looked at it on a group basis and on an individual basis indicates the classroom situation was normal. I think differences which did occur may be due more to the fact that the children were newcomers to the system than to racial differences. Finally, this chart simply summarizes report card grades. The control group was under our system of reporting. They have a different system, but basically two-thirds of both the control group and the experimental group were making a very excellent adjustment to the classroom in terms of work habits and social adjustment. I have some conclusions the state team reached if you would want me to go over that?

Mr. Glickstein. This was an evaluation conducted by the State Board of Education, State Department of Education?

Dr. Rock. These were representatives from the New York State Education Department representing Division of Research, Division of Instruction, and Division of Inter-Cultural Relations. I think these were the three divisions represented.

Mr. Glickstein. Were their conclusions consistent and similar to yours?

Dr. Rock. Yes, they were. Theirs were observational. They spent three days in Rochester. They talked with parents. They visited classes. They talked with teachers. Most of what they found was very positive on the classroom situation. They did find some concern among both groups of parents about their children, perhaps a little more in West Irondequoit than in Rochester. I might mention that perhaps the most important point in evaluation of this program is that all of the children returned to West Irondequoit this year. None of the children have requested to return, including the three children who failed first grade which I think is a real indication of the success of this program.

Mr. Glickstein. Dr. Rock, have you conducted any citywide evaluation of student performance?

Dr. Rock. Yes, we have.

Mr. Glickstein. Has this evaluation indicated any differential in the performance of students of predominantly nonwhite schools as compared with those of predominantly white schools?

Dr. Rock. As you know, there is in circulation a number of periodicals and other types of hate literature which attempt to demonstrate that there are innate differences in intelligence among the races. This literature perhaps in the same way as your question is over-simplified and does not account for the effects of poverty and the burden that poverty places on many Negro and white children and their parents. As pointed out in your Staff Report, the family income of the average Rochester Negro family is $3,000 less than the median for all families in the area. In addition, you point out

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that the unemployment rate for Negroes is almost three times that for the total labor force. You also point out that the average Negro in Monroe County has completed only 8.7 years of school as compared with 11.2 years for the white population.

I take note of these statistics so that everyone may understand the problems the Negro child may have on his mind when he comes to school. A child who is hungry cannot be blamed for neglecting something called reading. A child scarred by discrimination toward his family and himself cannot be blamed if he finds arithmetic a minor concern.

In taking note of the statistics, may I also point out that we have many citizens of the white race in Rochester who are equally deprived. Some of our schools which are predominantly white in their enrollments serve large numbers of children from deprived backgrounds. In examining the results of our standardized testing program we find a high, but by no means perfect, correlation between the socio-economic status of children in our schools and the achievement in those schools. Lower achievement of children in schools with both predominantly white and other schools with predominantly nonwhite enrollment is evident when the students in these schools are drawn from low socio-economic areas. Differences among such schools are less than differences between this group of schools and schools located in areas with high socio-economic characteristics. It is perhaps also important to point out as has already been pointed out by the principals testifying that children in these schools score significantly lower than children in the city-at-large as they enter the schools in first grade.

This is not due to racial differences, because we find the same results in schools which are predominantly white and which are located in areas with low socio-economic characteristics.

Now, nothing that I have said to this point is intended to justify or defend the fact that the average Negro child in our city does not achieve as well in school as the average white child. And this is a fact. Indeed what we have pointed out goes further and identifies the fact that the average white child from a neighborhood with low socio-economic characteristics is also achieving at a lower level than the average white child in our community. There is no question that educators must develop new techniques to reduce these differences.

It is perhaps to me as a personal concern, as an educator, of great concern that somehow we have just not learned any place in the United States how to educate children who are growing up in poverty, and in doing this we are failing, I feel, a major part of our task.

Perhaps to do this we must have substantial and enduring Federal aid to provide preschool education, reduce class sizes to 15, to provide two teachers instead of one in some classes, to provide doctors and nurses, so that these children will have the same type of medical services that is readily available to the middle class child, both white and Negro, and perhaps even provide free breakfast and lunches so that these children may concentrate on their studies.

I don't know what it will take, but I think we must provide it if we are to provide equal educational opportunity. I also believe strongly that integration will, in itself, be of help to children attending segregated schools, and by that I mean children attending either all-white or all-Negro schools. I believe that segregation is equally bad for the white child as for the Negro child and you cannot have quality education without an integrated school.

Mr. Glickstein. I have no further questions, Mr. Chairman.

Chairman Hannah. Mr. Patterson?

Vice Chairman Patterson. No questions.

Chairman Hannah. Dean Griswold?

Mrs. Freeman? Mr. Rankin? Mr. Taylor?

Mr. Taylor. Do you have any opinion—I take it that under the Open Enrollment Program that some criterion of adjustment or predicted adjustment had to be applied for one reason or another. Do you have any opinion about how children who don't meet that criterion of adjustment might fare if they were involved in a similar program?

Dr. Rock. I don't believe—let me point out again, we are going back to selection, why did we select?

Mr. Taylor. Yes.

Dr. Rock. I think again——

Mr. Taylor. I'm not asking why.

Dr. Rock. It was due to lack of space.

I believe that all schools should be integrated and to integrate all schools means that you are not going to have selection criteria, and so I guess my answer is that I can't answer your question. I don't quite understand it, I guess.

Mr. Taylor. My question to you was——

Dr. Rock. Would they fare well?

Mr. Taylor. Yes, do you have a basis for making that statement, making that determination?

Dr. Rock. I don't know why they wouldn't fare well. They are not faring very well right now where they are. I see no reason why they would fare any worse by being transferred.

Mr. Taylor. On the basis of your examination in Irondequoit and your assessment of the Open Enrollment Program, do you think they would fare any better?

Dr. Rock. I don't think—well, let me take it in two parts. I think integration in and of itself, and by integration I'm particularly thinking of socio-economic groups. I think it can be of benefit to the white child, as well as the Negro child from a low socio-economic group culture, to have the opportunity to become better acquainted with the middle class culture, because I think some of the most important learning that occurs in a school is among the children themselves, and what they tell each other about their own experiences. So I think the very fact of integration can help. I do not believe, however, that a program of integration alone is going to provide equal educational opportunities. Whether it is in an integrated situation or a segregated situation we are going to have to provide more horses to get the job done with children who have so much more to overcome. I guess I am saying if a child comes to school and he already knows how to read, it is not too hard to teach him how to read. If a child comes to school and he doesn't know his name, then it is quite difficult to teach him how to read.

Mr. Taylor. Thank you.

Commissioner Rankin. Mr. Chairman, one question.

Chairman Hannah. Dean Griswold has one.

Commissioner Rankin. I'm interested in having you sample the reaction of the parents. You have about the children. What about the parents? What if we had a hearing here and we brought the white parents and Negro parents here and asked them about this program? What would be their answers? Do you have any idea?

Dr. Rock. Well, in the West Irondequoit program the people from the State Education Department did talk to both groups of parents. Their conclusions are basically that the parents in Rochester were most delighted with the program. These are the Negro parents, felt their children were achieving more than they have been or would have, had they not transferred.

Commissioner Rankin. And the white parents?

Dr. Rock. The white parents were somewhat apprehensive. I think if you were to hold a hearing of parents in this community, and let's say you could draw a random sample and hopefully get a sampling of opinion, my own impression is that you would find that the Negro parent in general is probably in favor of integrated education. You would probably find at this point in time that the average white parent is in favor of it if it is voluntary and if it is a program such as open enrollment.

If, however, you were to ask about forced integration where children in white schools might attend inner-city schools, I think you would find a great deal of opposition to this among the average white parents. However, I do not feel—I feel that the attitudes that parents have are not really too important in this area. Educators have responsibility in this area and the children get along fine. Three years ago, by the way, the parents were opposed to open enrollment and today I think they would not be. There's a process of education going on in this community.

Chairman Hannah. Dean Griswold?

Commissioner Griswold. Dr. Rock, I have a question along the same line and I'm not asking it to embarrass you, I assure you. But in the open enrollment there turned out to be 500 spaces available. Now, 500 strikes me as a very nice round number and I wonder, I find myself wondering, whether that really was the number of spaces available or whether that wasn't the maximum amount that you thought that the community was prepared to swallow at that time and in order to get to go ahead with the job you thought it was wise to do that much but not try any more. Could you talk about that?

Dr. Rock. Well, the number 500 is a round number that has been used today, which by the way is not actually the number. In fact, there were more than 500 children selected to attend at the opening time. These numbers are approximately three years old and I don't think the witnesses should be held accountable. At this time let me tell you what we did do to answer the question.

We did actually count the number of vacant rooms in this city, in the elementary schools. I don't recall the exact number now, but there weren't very many. I believe today there are perhaps four empty classrooms in the entire city at the elementary school level.

Now, we also looked at classes in which the class size was below the citywide average, which was at that time 28. When we found the class size below average, we then said—let's say it was 26—there are two seats in that room. If there was an empty room, there were 28 seats and we actually computed this on a chart which I imagine is still available in the office of administration and as I recall the number, there were 679 spaces and I wouldn't want to be held to that number either, but this was a realistic number. It was a fact. Actually, more than 600 children were scheduled to leave on open enrollment that first year. Over the week-end before that program was to be implemented there was a campaign of terror in the inner-city by white protesters, which caused more than 100 parents to back out over that one week-end. And by that time it was too late, you know, for the opening to replace them. However, some of those were replaced during the year. We had no concern about the number of children to be placed on this program.

Let me put it on a different basis. In one of the schools there are only 11 spaces, so we only sent 11 children to that school. In another school there were 140 spaces and we sent 140 children to that school. Both of these schools are—well, both touch the suburban borders. So we had no concern about numbers. Does that answer your question?

Commissioner Griswold. What I'm trying to get at is the political pressures to which you were subject and I for one recognize that the problem of the school administrator is a part of the political process and that he has to live and adjust to some extent to those pressures although he ought to be out ahead of them as far as he can and I wondered if you felt restricted in this activity by political pressure or whether you were able to be relatively indifferent to it?

Dr. Rock. I don't feel we are under any political pressure one way or the other. If anything we have had, in the past year, group after group come to our Board of Education including some political groups, other than the Conservative Party, telling us to integrate the school system completely. We have had other than the Conservative Party, no group opposed to integration appear at a board meeting. I would say we feel no political pressure. Now, if we want to discuss the process of educating a community and moving ahead a step at a time so that readiness is developed, I think this is another matter.

And I think a major effort that we have made has been to move forward carefully to do what we have done well, to make it work and I think we have built a readiness in this community for school integration which in some ways makes people embarrassed when they talk about being opposed to it. This was not true three years ago. And that is not, I do not think, political pressure.

Commissioner Griswold. No, but I think that's exactly what I was trying to get at. A community atmosphere and attitude and what you have referred to, the education of the community to understand and to accept the development.

Dr. Rock. I do think though that this process of education cannot go on for too long, because I think people become better educated as they participate in these programs and find they are not as bad as they thought they were going to be.

Chairman Hannah. Any other questions? Mr. Taylor?

We will now recess until 7 o'clock.

(Whereupon at 5:40 p.m., the meeting was adjourned until 7 p.m., of the same day.)

FRIDAY EVENING SESSION

SEPTEMBER 16, 1966

Vice Chairman Patterson. The evening session of the United States Commission on Civil Rights will come to order.

Chairman Hannah has had to return to East Lansing this evening and as Vice Chairman I will take the chair in his place.

We have a quorum present.

At the outset, I would like to announce that officials of the Rochester Democrat and Chronicle have informed this Commission that they feel that their editorial of Thursday, August 25th, 1966, entitled "The Draft Takes Healthy Turn" was misrepresented in the course of testimony this afternoon by Minister Franklyn Florence, and in accordance with the request of representatives of the Democrat and Chronicle I should like to enter this editorial in the official record of the hearing.

Mr. Glickstein. Enter that as Exhibit No. 8.

(The matter referred to was marked Exhibit No. 8 and received in evidence.)

Vice Chairman Patterson. It is so ordered.

Mr. Glickstein, do you have additional exhibits to enter at this time?

Mr. Glickstein. Yes, sir. We have a statement from Mr. Robert Detig that he would like to have entered into the record. May I request it be entered as Exhibit No. 9?

Vice Chairman Patterson. So ordered.

(The statement referred to above was marked Exhibit No. 9 and received in evidence.)

Vice Chairman Patterson. Would you call the first witness?

Mr. Glickstein. Mr. Earle Helmer.

(Whereupon, Mr. Earle Helmer was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MR. EARLE HELMER, SUPERINTENDENT OF SCHOOLS, WEST IRONDEQUOIT, NEW YORK

Mr. Glickstein. Will you please state your full name, address, and title for the record?

Mr. Helmer. Earle Helmer, Superintendent of Schools, West Irondequoit?

Mr. Glickstein. How long have you been superintendent of schools in West Irondequoit?

Mr. Helmer. I have been in West Irondequoit for 19 years, the past seven as superintendent of schools. Previous to that, I was high school principal.

Mr. Glickstein. What type of community is West Irondequoit?

Mr. Helmer. I would say it is an upper middle class and I am speaking middle class economic level community.

Mr. Glickstein. What is the enrollment of the West Irondequoit school system?

Mr. Helmer. Approximately 6,000 students.

Mr. Glickstein. Is this enrollment pretty stable or has it been increasing?

Mr. Helmer. Very little. It increases; it has been increasing in the last few years about 2 percent per year.

Mr. Glickstein. Are there any Negro families living in the community?

Mr. Helmer. Very few. I think six, maybe eight.

Mr. Glickstein. Do they have children attending the public schools?

Mr. Helmer. Yes.

Mr. Glickstein. Do you have Negro teachers in your system?

Mr. Helmer. We have one, who is an exchange teacher from the city of Rochester.

Mr. Glickstein. You sent one of your teachers into the Rochester schools?

Mr. Helmer. That is right.

Mr. Glickstein. Mr. Helmer, when did your Board of Education begin to consider the idea of acting as a receiving school for school children from Rochester?

Mr. Helmer. I would say, seriously two years ago this fall, although I think the idea was germinated probably about three years ago this summer when we received a letter from Commissioner Allen suggesting that the schools file a statement regarding balance in the schools, and he described balance between Negro and white students as 50 percent.

Any school having more than 50 percent was imbalanced and I think the substantiating data that came with that report and the discussions, speeches made by Commissioner Allen perhaps planted a germ of inquiry interest in the minds of school boards and school people.

Mr. Glickstein. Would you say it was this statement of Dr. Allen's that provided the impetus for your board's action?

Mr. Helmer. No, I think that was just one factor that motivated our Board of Education. I think another extremely important factor was what was taking place in the city of Rochester. I think our board and our professional people were pleased and happy with the dynamic leadership, the imaginative leadership of Superintendent Goldberg and the Board of Education of the city of Rochester.

I think that perhaps there was another crucial factor, too, and that is, I think that we were tremendously impressed with the work that was being carried on at that time by the Council of Churches and their forceful and courageous leader, Dr. George Hill, pastor of Lake Avenue Baptist Church.

I think all of these were extremely important motivating factors. There were many more. We were reading the news reports constantly and we had been following the report of the situation in the South and in the Midwest. Many factors entered into encouraging the board to adopt the policy.

MR. GLICKSTEIN. Did you seek the advice of other educators before arriving at a final proposal?

MR. HELMER. Yes. We talked informally with many people. We talked with State and national leaders in the field of education. We talked with State and national leaders in school law, constitutional law. We talked with sociologists and psychologists and not one person discouraged us.

MR. GLICKSTEIN. Did your board announce its plan to the general public at the very beginning of its thinking about this proposal?

MR. HELMER. No, I think the board's policy was an outgrowth, as many things are in education or business or industry. It is an idea that grows and it is discussed and eventually it starts some crystal form in the minds of people and eventually it becomes reality, but it developed gradually and I think information was building up as time went on.

MR. GLICKSTEIN. Was there any reluctance to announce your policy before all the arrangements were completed?

MR. HELMER. Well, we knew that there would be extreme opposition to this policy. That's why we sought the best legal minds in this country both on the local, State and national level.

They assured us that we were on legal grounds, that this could be implemented and that in case of litigation we had better than a reasonable chance to win any cases.

MR. GLICKSTEIN. Well, did you discuss what you were planning to do with school administrators in your own system and teachers?

MR. HELMER. Yes. After the board adopted this policy and I think they adopted this policy to go on record as sort of a statement, This We Believe, and when they adopted the policy and previous to the adoption of the policy they said many times, "This will not be implemented if the professional staff in this school district is in opposition to it, if the parent group representatives are in opposition to it." So after the board announced the policy they consulted with the representatives of the teaching staffs, the representatives of the parent groups and representatives of the clergy in our school district and, without exception, they all encouraged the board to proceed rapidly with it.

MR. GLICKSTEIN. In what manner was the program first announced to the general public?

MR. HELMER. It was announced through a newsletter which was mailed to each resident of our school district and it was announced through the press.

MR. GLICKSTEIN. What was the response of the community at the time it was announced?

Mr. Helmer. Well, there wasn't a great deal of response until two weeks and then the roof caved in.

Mr. Glickstein. What was the form of the disapproval?

Mr. Helmer. Well, there were charges and demands, charges that the board acted in secrecy, charges that the board was acting illegally, and demanding a referendum; there were petitions circulated in the community, and there were letters to the editors and there was an editorial or two in the newspaper, and there was general discussion.

Mr. Glickstein. You have now had one year of experience with the plan. What would you say is the mood of the community at this time?

Mr. Helmer. This is just my perception. It may be accurate and it may be inaccurate, but if the School Board election was any indication, we elected to the School Board an incumbent who was part of the board when the policy was adopted and we elected a person to the board who was opposed to the policy.

I think generally the community anxiety has relaxed considerably, as we thought it would. That these youngsters from the inner-city are not little monsters, that they are not going to corrupt our youngsters, that they are very similar to our youngsters and we didn't think at any time that we would have any problem whatsoever with our boys and girls.

I have always been amazed at the wholesomeness of the six-year-old. He doesn't care much whether his friend is a son or a daughter of a ditch digger or an executive, whether he is black, brown, or white, or what his status. He accepts him for what he is, and this was proven pretty well in the program during the year of its existence.

Mr. Glickstein. Mr. Helmer, getting back to the implementation of the program, how did you decide on the number of children that you were going to accept from the inner-city?

Mr. Helmer. Purely on the basis of housing. We had originally hoped for a much larger number and we would have accepted a much larger number. But when the enrollment statistics were finally determined, we decided that we could only take 25 youngsters.

Mr. Glickstein. Who selected these youngsters?

Mr. Helmer. The city of Rochester.

Mr. Glickstein. What was the background of the children that were selected?

Mr. Helmer. Well, we—I am sure that the city of Rochester used primarily three criteria in selecting these youngsters, perhaps more. Certainly we wanted to select youngsters who could succeed in this new environment.

We wanted youngsters who were mature enough to go into a new school situation some distance from home, who could stand a short bus ride that was taking them out of their own environment. I'm sure that we wanted youngsters with academic ability, reading ability that would be comparable probably to our youngsters, and we have found that these boys and girls have been as successful in our school district as our own youngsters and I think this has been shown by the report that was given by Dr. Rock this afternoon.

Mr. Glickstein. Do you expect that the children already enrolled in this program from the inner-city will complete their education in the West Irondequoit system?

Mr. Helmer. We would not have implemented this program if we had not felt strongly that we could carry them through to graduation if they so chose. We feel that we have this responsibility. We have informed the superintendent of schools in the city of Rochester, and this is our intention.

Mr. Glickstein. So there's no likelihood that next year or so you'll suddenly discover that you don't have sufficient room to accommodate these children?

Mr. Helmer. No, we know what our enrollment will be in the future and when we can distribute these youngsters in schools where we have sufficient room, we know that this can be accomplished.

Mr. Glickstein. You have given us some impression of the mood of the general community at the moment. Would you tell us what reaction there was by the parents and teachers and children actually involved in it?

Mr. Helmer. Well, as I say, the professional staff has given the board 100 percent support. This would never have been implemented without the full support of the professional staff. This means classroom teachers, administrators, special service personnel, and guidance people.

The parents of the youngsters in the schools where we had inner-city children seemed to indicate I would say happiness with the program. We are hearing some excellent reports from these parents. They feel that their youngsters are getting some experience in interaction with other youngsters who are some different than they, and I think they think it's wholesome.

We are receiving excellent reports from the parents of the inner-city children. I think this happiness on the part of the parents of the inner-city children is shown in the fact that all of these youngsters are returning to our school this year in spite of the fact that three of them failed.

Mr. Glickstein. How have the West Irondequoit children reacted to this program?

Mr. Helmer. Well, as I say, you seldom have any problems with youngsters of this age. They are not prejudiced. They have to live in our adult world before they become prejudiced. A six-year-old youngster, he just is about as pure and good and wholesome as anything that God can make and I suppose as he gets older he changes a little and I guess we adults have to take some responsibility for that. The little child is a pretty wholesome creature.

MR. GLICKSTEIN. Did the children from West Irondequoit find anything strange or unusual about this program or did they treat the incoming students as outsiders?

MR. HELMER. No, I don't think they treated them as outsiders at all, although I think that for any youngster to move into a suburban community strikes some very—or I have noticed this for a good many years, it takes the youngster moving into a suburban community a little time to break the ice. We have found this with many white youngsters whose parents have purchased homes and moved in but according to the studies that have been made these youngsters were accepted in the same manner as other youngsters who come in.

I think a good indication of a little instance that took place not too long ago is an indication of this. A teacher in one of the first grades had a group of youngsters lined up in front of the group and she was discussing similarities and differences in a little modern math lesson and one of the youngsters happened to be a Negro youngster from the inner city, and of course one of the supervisors shuddered when she saw this situation because she thought the emphasis would be upon the inner-city youngster.

They were talking about similarities and they said well, some of these students are boys and some are girls, and some have new sneakers and they looked very similar, they look alike.

A couple of girls had hair-dos about alike where they had their hair combed pretty much alike. I think a couple of the boys had sweatshirts or red shirts or something. Not once did they mention color. Not once. And I think the supervisor was surprised but pleased. But I think this bears out this point that I made previously. These six-year-olds, they don't care whether you are black, white, or brown. They will accept you for what you are. They will accept you as a human being, a good and fine human being.

MR. GLICKSTEIN. Mr. Helmer, do the Rochester children and their parents participate fully in all aspects of the school programs such as extra-curricular activities and PTAs and so forth?

MR. HELMER. I would say that they participate about as well as the average parent in our community. They have attended parent group meetings. They have met with our parents. They have met with teachers for conferencing and that kind of thing.

The surprising thing to me is that today [because of a transit strike] we have no bus transporting those youngsters out to our schools but some of these parents formed car pools and they brought the youngsters out. We also have foster mothers in our own school district who have assisted greatly in helping these youngsters adjust to our situation.

Mr. Glickstein. You have given us some idea of the reaction of the children in the West Irondequoit system to this program. Do you think that a program of this sort is educationally valuable for the children in West Irondequoit?

Mr. Helmer. Well, if we look at the reports that are available from outstanding educational leaders such as Commissioner Allen, John Gardner, Francis Keppel, Harold Howe, and college professors, there could be little doubt about it that this is not only educationally sound for the youngsters coming into the district but it is educationally sound and enriching for the youngsters who are already in the district and we are beginning to sense this, that these youngsters are having some experiences because of the inter-action with inner-city children that they would be denied otherwise.

Mr. Glickstein. Have other communities in New York State or elsewhere expressed interest in this program?

Mr. Helmer. Yes. I just read in—I think it was today's paper or last night's paper—that Brighton is seriously considering implementing such a program either at the beginning of the second semester or next fall. We have had in our school district I would say during the past year many school districts, maybe as many as 75 to 100 who have come in. They have sent teams in to observe our program, talk with personnel, talk with parents in the community and they have been pleased with the program. They said they were interested and they were going back to their own school districts and see if there were any possibilities for implementing such a program.

We do know of one school district, suburban, in Buffalo, that came in and was ready to implement such a program but there was such a storm of protest when it was announced in the community that the roof caved in. They gave up and abandoned the idea, at least temporarily.

Mr. Glickstein. Why do you think so few programs have been instituted? Is it because of the situation such as the one you just described?

Mr. Helmer. Well, I think that in our own case, as I reflect on the development of this policy and the implementation during the past year, that some of the people who objected to the program and some of the litigation that was carried on was carried on under the guise that there was secrecy on the part of the Board of Education and that the board was acting illegally and that this was a right of the people to vote in a referendum. I am convinced that many of these people were honest and sincere about their feelings but I think the fact still remains that these people moved out in all probability, many of them, out of an urban center or they lived in an urban center at one time or another.

They wanted to get out of it for lots of reasons, one of them being education. They wanted to set up an isolated elite type of community and they are going to do everything to protect their feelings in this. I think I can give you a little example of the camouflage and the fog of verbosity that one observes and hears in such a situation. One individual who was most vociferous about the program and attended all of the information meetings and many of the board meetings, said repeatedly from the very beginning, "Well, I'm not opposed to the inner-city children—I think it is a splendid idea. I would work myself to the knuckle. I would work day and night to develop such a program if only we had given—if only we had been given the opportunity to vote on this decision."

Then one night in an information meeting he sort of lost his temper a little bit and I think probably was talking without too much feeling perhaps of what he was saying and he said, "Let me tell you something: if you drive a load of manure down Hudson Avenue, that's not a bouquet of roses." Now, I don't know if this man is prejudiced or not.

Mr. Glickstein. Do you think people should be given a chance to vote on an issue such as this?

Mr. Helmer. If this is an educational issue, then it's the responsibility of the Board of Education to provide the richest kind of experiences for boys and girls that the community can afford. We think it is an educational issue, the Commissioners have upheld us, the courts have upheld us, and I'm sure if this were taken to the Supreme Court of the United States that we would be upheld. I think this has been pretty well decided in the constitutional decisions on the Federal level and the State level and the Education Law of this State.

We discussed this at great length with the most eminent lawyers in this country before this was ever implemented and with the greatest educational leaders possible and they all felt the same way.

Mr. Glickstein. I have no further questions.

Vice Chairman Patterson. Dean Griswold, do you have any questions of the witness?

Commissioner Griswold. Who governs the cost of this operation?

Mr. Helmer. The tuition for these youngsters, $450 last year, approximately $450 last year, was paid to our school district by the city of Rochester and they in turn receive this through subsidy through the State and Federal Government.

Now, the transportation is paid by the city of Rochester and I understand that they are reimbursed 90 percent of the cost of that by the State.

Commissioner Griswold. Did I understand you to say that the city of Rochester is reimbursed for the tuition?

Mr. Helmer. I think, in fact I'm sure they are either under ESEA Project or through the State.

Commissioner Griswold. Then this is all done except for 10 percent of the transportation through Federal funds?

Mr. Helmer. Federal and State.

Commissioner Griswold. How is it divided between Federal and State?

Mr. Helmer. I think the tuition is—Superintendent Goldberg is here and I can't speak for the city but I guess probably it is half and half.

Commissioner Griswold. I'll find out. As far as you are concerned, you receive tuition from the city of Rochester and you incur no expenses for transportation?

Mr. Helmer. We have no expenses for transportation.

Commissioner Griswold. But does lunch have to be provided for these children?

Mr. Helmer. Yes, but they pay for it, the same as our youngsters.

Commissioner Griswold. You have cafeterias or something?

Mr. Helmer. In all of our schools.

Commissioner Griswold. First grade students go to school both mornings and afternoons?

Mr. Helmer. That's right.

Commissioner. Could I ask you this: did you originate this plan and persuade your board to adopt it?

Mr. Helmer. No, I don't think that this was an idea of mine. I don't know if it was an idea of any single board member. I think this plan sort of evolved out of a great deal of discussion of the board to these three factors which I mentioned, the speeches and the recommendations of Commissioner Allen. I think the board and our professional staff were tremendously impressed with the leadership that Superintendent Goldberg was giving in the city and the leadership of the Board of Education in trying to resolve this problem.

I think we were tremendously impressed with the work of the Council of Churches which was headed at that time by the Reverend Dr. George Hill, and many factors.

Commissioner Griswold. Why did this happen in your community and apparently not in any other suburb of Rochester?

Mr. Helmer. I think that probably our community is a community—and I'm not saying this in a bragging sort of way—but I think we are on the cutting edge of education. We are constantly seeking new and better ways to do things and I think the other factor that is extremely important I think we had gut people on our Board of Education. They have ideas. They are believers in God. They have ideas about human beings. They have ideas about education and they are willing to stand up and take a great deal of abuse and punishment to promote what they think is right.

Commissioner Griswold. I don't want to put you on the spot but I take it the conclusion from that would be that other communities around Rochester don't have these ideas?

Mr. Helmer. I'm saying that perhaps they don't have them in the same degree.

Commissioner Griswold. I'm trying to commend you.

Vice Chairman Patterson. Mrs. Freeman?

Commissioner Freeman. Mr. Helmer, what is the population of West Irondequoit?

Mr. Helmer. Approximately 38,000, West Irondequoit, 40,000.

Commissioner Freeman. You indicated there are about six Negro families living there?

Mr. Helmer. Yes.

Commissioner Freeman. Are there any factors that would keep Negroes who had the money, and I assume this is an upper socioeconomic community, from being able to purchase homes in West Irondequoit?

Mr. Helmer. All I know is that I have a Negro neighbor.

Commissioner Freeman. But out of 38,000 there are only six Negroes.

Mr. Helmer. That is right.

Commissioner Freeman. Is there racial discrimination in housing?

Mr. Helmer. I don't know. Let me tell you a little instance. I have a Negro neighbor. I know that when the people on my street heard that this Negro family was going to purchase the home there was one individual on that street who went around to all the people on that street and said, "Let's buy the home." And the people said, "No, we don't want the home. We have one."

Commissioner Freeman. You stated at the beginning of this program there was general opposition among the families, some of the parents. I don't recall your answer to whether it has diminished now.

Mr. Helmer. Well, we have the church groups in our community who have sought pledges from the homeowners regarding open housing and they have these pledges, but I have learned a great deal about human nature in the last couple of years, the last year in particular.

Sometimes people say things that they don't mean. It's like someone saying, "Oh yes, I'm for integration until it happens in my community. I'm for equality of opportunity down in Alabama." But it's like open housing; just because a person signs a pledge there's no guarantee that the faith of the individual will carry out that pledge.

COMMISSIONER FREEMAN. Are most of the residents commuters in and out of Rochester? I mean, do they have business interests or employment in the city of Rochester?

MR. HELMER. This is a bedroom type of suburban community. We couldn't exist without the city of Rochester. Our people work in the city of Rochester.

COMMISSIONER FREEMAN. Is it your opinion that this program has been of value to the white pupils of the school?

MR. HELMER. We don't have the same kind of research to show this that you have heard this afternoon from Dr. Rock in the city, which was illustrated in the charts up here.

I have a request in now to the State Education Department for some assistance. We first asked for $38,000. We were told that it was a ridiculously high figure and that they couldn't possibly support that, so we reduced it to $30,000 and re-submitted it. What we want to do is bring into our school district a behavioral scientist, someone with a strong background, a doctorate, a great deal of knowledge in the field of testing, evaluation, an individual who has had a great deal of sociology, psychology, who can go into our school district and make a longitudinal study of this.

This is not an easy thing to do. We have had two studies that give us real good indications this early. We have the study made by Dr. Norman Kurland from the State Education Department and eight or 10 people from the Department.

We have had the one made by Dr. Rock and his staff, and Dr. Mitchell at the University of Rochester, and we have some strong indications that our youngsters are receiving some experiences, some wholesome experiences that they would never have otherwise.

Our youngsters don't have any contact except with white youngsters who come from the same kind of background that they have.

COMMISSIONER FREEMAN. Do you have a judgment as to whether the schools in West Irondequoit are better than the schools from which these youngsters came?

MR. HELMER. All I know is that we have extremely brilliant youngsters in our school district, we have average youngsters in our school district, and we have slow youngsters in our school district, and we have some mentally retarded and physically handicapped youngsters in our school district, and I assume that they have the same kind of youngsters in the city of Rochester.

I think we are trying to do an excellent job with these youngsters.

Now we never have provided our boys and girls with vocational training of any kind. We have had to turn to the city of Rochester and for years they provided the education at either Paul Revere or Edison Technical High School.

For years we never had any facilities for handling or training of youngsters who are mentally handicapped and we had to turn to the city of Rochester. We have to turn to the city of Rochester now for our physically handicapped youngsters. They have an excellent program at the new Adlai E. Stevenson School. I can't say that we are doing a better job than someone else. I think we are doing a good job, an excellent job with our boys and girls.

Vice Chairman Patterson. Dr. Rankin?

Commissioner Rankin. What is the per-pupil expenditure in Irondequoit?

Mr. Helmer. Well, it is pushing $1,000.

Commissioner Rankin. Is that higher than the other suburban areas or lower?

Mr. Helmer. No, I would say it's just about average for the suburban areas.

Commissioner Rankin. What is in this program that had cost the taxpayer money?

Mr. Helmer. Well, this is one reason that we wanted to work out an arrangement whereby it wouldn't involve any cash outlay to our school district at the beginning because we knew that this could be a fuzzy technical, and perhaps legal issue.

Commissioner Rankin. If it had passed, would you have had to put it to a referendum vote, do you think,—would you be compelled to?

Mr. Helmer. We could have been forced to perhaps. I don't know. But most of the time in New York State money matters are brought before the taxpayer and they are providing a referendum.

Commissioner Rankin. Well, if it costs some money today, if it went up to a vote, this program did, and they have had the year's experience and it has been working well, as you have described it, would your citizens vote in favor of it?

Mr. Helmer. This is my perception, that they would, and I think that we would be surprised that the majority would be larger than some people believe.

Vice Chairman Patterson. Mr. Taylor?

Mr. Taylor. Mr. Helmer, I take it that the program that is operating now, operates mainly with children from middle income families in the city most of whom are highly motivated and I wonder whether you think based on the experience that you have that this kind of program could be extended to a broader range of families of children and still be successful?

Mr. Helmer. Well, I'm confident that it could be. We started out probably—and I think that this is no secret, you don't start anything with the idea that it is going to fail. For me to sit here and tell you that we loaded all the factors for failure would be naive on my part. I think we loaded all the factors for success the same as we do any educational program involving boys and girls, whether it be our youngsters, the vocational youngsters, physically handicapped or anyone else. And I think that if we had youngsters with much greater extremes and ability, we would load that for success for those kids. I think this is our responsibility as educators.

Mr. Taylor. I wasn't being impolitely critical of that. I was just wondering if you had a judgment of the possible broadening of a program of this kind to take in increased numbers of children and children of divergent backgrounds. I take it your answer is yes, you think conceivably future programs could do that kind of thing.

Mr. Helmer. I think it can happen and if I gather what I read from the papers, that the nonwhite population in our city is increasing at quite a rapid rate and the white population is decreasing slowly, if we want to get to some sort of balance, if we want to have inter-action between youngsters from different backgrounds, cultures, races, I don't think the problem honestly can be solved by any city alone.

I think this is an example of a problem, the same as pollution, whether it be air or water, sanitation, public health, this whole area, our country is changing and I think our concept as to how to solve these problems can no longer be parochial. I think we have got to think a lot bigger and a lot more unselfishly than we have in the past if we are going to solve them. And I think this a critical one because it involves human beings. I think this is as critical as any problem we are facing today, whether it be putting a man on the moon or fighting a war in Vietnam.

Mr. Taylor. From your answer to Mrs. Freeman's question, I take it that there may be some hostility in West Irondequoit to Negro families moving in, and I wondered whether you think the success of a school program may have an effect upon those attitudes.

Mr. Helmer. I have always had a feeling that we fear those things that we know little about. We have great anxieties about people with different religious beliefs, different cultural background, who are people who are different than we. We have anxieties about coming in contact with them or including them in our environment but when we get them into our environment our experience has been—and I talked with one of these little inner-city youngsters yesterday, he came into my office—Mr. Heinrich, coordinator of our program, brought him in because he was going to take him home, the bus didn't come; so I talked with this little fellow the same as I would one of our own youngsters and there is one difference that I notice, and that is that these youngsters in the suburbs are oriented and are conditioned to a certain extent by parents.

You ask them, "Are you going to college?" You ask a 5-year old of any suburban area, "Are you going to college?"—the answer is "Yes". In fact, he will probably name Harvard or Duke or some of these prestige colleges just like that. But this little fellow, I said to him, "You like it here?" and he said "Yeah, you bet," and I said, "What do you like about it here?" and "Oh," he said, "I like the playground."

"Oh", he said, "it is so wonderful. We get out there and there's lots of room, there is trees and nice grass and we run and play" and he told me the game he liked to participate in. And I said "What else do you like?" He said "I like the lunch program. Oh, I just like that lunch program."

Well, I could push it farther but the thing that surprised me, I think these kids are not quite as motivated for continued education as the kids in the suburb and I think that if they associate with the youngsters in the suburb they are going to be more conditioned to this. They are going to realize that there are some opportunities for them perhaps that they haven't realized before.

We have a vicious cycle regarding this whole problem of race relations, anyway. There are some people who have continually told me during this 2-year period, "The way to solve this problem is through housing. If you just solve the housing problem you have got it licked."

Then there are other people who say, "Oh, there is just one way to solve this problem. Solve it through employment. If you give these people jobs, you will solve the problem."

And my feeling is that you have got to penetrate this vicious cycle at every point on that circumference and when we all take the responsibility for penetrating that vicious cycle, then they are going to have education, they are going to be able to get jobs, and they are going to make money, and they are going to be able to afford good housing, and recreation, and vacations, and other things that people in the upper middle income group have today.

But there is no use trying to kid ourselves. I am convinced that we have got to penetrate it on every point of that circumference.

Mr. Taylor. Thank you.

Vice Chairman Patterson. Mr. Helmer, you mentioned that your board is elected. Does this mean that you are not elected?

Mr. Helmer. This means that I work on a day-by-day basis, as all other superintendents in New York State, and I'm glad for that. I wouldn't want it any other way. But you do have to realize that we superintendents are vulnerable.

Vice Chairman Patterson. Any further questions? Thank you very much, Mr. Helmer. You are excused.

Mr. Helmer. I would just like to say this: I consider it a real privilege to have the opportunity to appear before this distinguished Commission. I say this sincerely and honestly. I think that we in the Rochester area are to be deeply gratified that you have chosen our city to come here and spend some time. I have had the pleasant experience of meeting and talking and inter-acting with many of your staff people. I found them to be people with dedication and imagination and I'm sure that because of your visit here Rochester is going to be a better community.

Vice Chairman Patterson. Thank you very much, Mr. Helmer. Mr. Glickstein, will you call the next witness, please?

Mr. Glickstein. Mrs. Donald Scott and Mrs. Dorothy Latimer.

(Whereupon, Mrs. Donald Scott and Mrs. Dorothy Latimer were sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MRS. DONALD SCOTT AND MRS. DOROTHY LATIMER, ROCHESTER, NEW YORK

Mr. Glickstein. Would you each please state your full names and addresses?

Mrs. Scott. My name is Mrs. Donald Scott and I live at 1066 Exchange Street in Rochester.

Mrs. Latimer. I am Mrs. Dorothy Latimer, 149 Earl Street, in Rochester.

Mr. Glickstein. Mrs. Scott, how long have you lived in Rochester?

Mrs. Scott. I am a native Rochesterian.

Mr. Glickstein. How about you, Mrs. Latimer?

Mrs. Latimer. I am also a native Rochesterian.

Mr. Glickstein. Mrs. Scott, where did you complete your formal education?

Mrs. Scott. I attended Andrew School No. 9 and I graduated from East High School.

Mr. Glickstein. Mrs. Latimer?

Mrs. Latimer. I attended the Nathaniel Rochester School No. 3, Madison High School and am a graduate of Freedmen's Hospital School of Nursing in Washington.

Mr. Glickstein. Mrs. Scott, do you have any children?

Mrs. Scott. Yes. I have three children: a daughter, Jeanora, 14 years old, and she is a freshman at West High and I have two sons, Roy, who is 7, and attends Briarwood in West Irondequoit, and I have a son Robert, 4, who will be attending kindergarten next fall.

Mr. Glickstein. Mrs. Latimer, do you have children?

Mrs. Latimer. I have two children,—Denise, 7, and Stephen is 4.

Mr. Glickstein. Where do they attend school?

Mrs. Latimer. Denise attends Listwood School in West Irondequoit.

Mr. Glickstein. Mrs. Scott, did your child Roy—did he attend the school in Rochester before going to school in West Irondequoit?

Mrs. Scott. Yes, he did. He completed kindergarten at No. 19 school.

Mr. Glickstein. How about Denise, Mrs. Latimer?

Mrs. Latimer. She also attended School 19, kindergarten.

Mr. Glickstein. How many children were in the kindergarten classes of each of your children?

Mrs. Scott. About 37.

Mr. Glickstein. Were any of them white?

Mrs. Scott. Yes. It was about 60 percent Negro, I would say, and 40 percent white.

Mr. Glickstein. Mrs. Latimer?

Mrs. Latimer. In Denise's kindergarten class there were 36 children and the ratio was about the same—60 percent Negro and 40 percent white.

Mr. Glickstein. How were you ladies notified that your children were eligible to participate in the West Irondequoit program?

Mrs. Scott. We received a letter which touched briefly on the program which I believe all first grade parents in 19 School received, and it stated in the letter that—it didn't tell too much about the program but that there was such a program and children would be selected.

I think the letter mentioned 50 and that the parents of those children would be further notified and interviewed as to whether they were interested in the program or not.

Mr. Glickstein. You had a similar experience, Mrs. Latimer?

Mrs. Latimer. Yes.

Mr. Glickstein. Then you had interviews before your children were selected?

Mrs. Scott. Yes, that is correct.

Mr. Glickstein. Mrs. Latimer, did you have reservations about Denise's participating in this program?

Mrs. Latimer. Yes, I did.

Mr. Glickstein. What were the bases of your reservations?

Mrs. Latimer. Well, there was a great deal of publicity on the radio, television, newspapers; there was a program, the Opinion

Program, which unfortunately for me I think my child heard this. I wondered how she would be accepted at this school. I didn't know if this could harm her, if the children would harm her physically since she would be different.

Also, I think if it were an unpleasant experience for her it could harm her mentally. I think she could be made to feel inferior by these children so it took a great deal of work to explain to her and to get her to attend this program.

Her comment was when I said to her, "Denise, would you like to go to this school?", explaining to her that the school would be predominantly white. She said "But, Mommy, white people don't think that colored people are as smart as they are." And she said white people are afraid of colored people. I said, "Well, where on earth did you get this idea?" So, as I say, it took a great deal of work to explain to this child that she could do as well or better than any child of West Irondequoit could.

Mr. Glickstein. Why did you decide finally to allow Denise to participate in this program?

Mrs. Latimer. Well, after our talks with the people from West Irondequoit and the city school district and after our visit out to the school we decided that since these schools are geared for little people in that the school only goes from kindergarten through the fourth grade, also, there are many advantages and they are given cultural things early such as art and music, physical fitness; they also have a library that the children visit once a week and the classes are kept small as compared to the city schools.

Mr. Glickstein. Mrs. Scott, why did you decide to allow Roy to participate in this program?

Mrs. Scott. Well, primarily for the same reasons, that Mrs. Latimer just stated, and our reservations were mostly regarding the bus ride at first. We thought, well, you hate to see your children growing up and you don't give them credit for being as capable as they are, but this was our main source of concern at the beginning.

Fortunately, Roy never mentioned the racial aspect so we didn't, either. He was rather disappointed that his friend, who lives across the street from us wouldn't be attending and this, after we explained to him, well, he was disappointed the previous year because they were in different kindergarten classes, so I said, well, it really doesn't make any difference and he was agreeable and we accepted,—I say primarily for the same reasons that it is geared for small children, and we do feel that he gets a better education.

Mr. Glickstein. Roy was at the Briarwood school. Is that right?

Mrs. Scott. Yes, sir; that is correct.

Mr. Glickstein. How many children were in his class then?

Mrs. Scott. Approximately 27.

Mr. Glickstein. How many of these children were Negro?

Mrs. Scott. Four.

Mr. Glickstein. Did Roy have any problems in adjusting to attending this school?

Mrs. Scott. No. In fact, I would say that it was a very normal school year comparable to my daughter's first year in school in many ways.

Mr. Glickstein. Did he make friends with white children?

Mrs. Scott. Yes, he did.

Mr. Glickstein. Did he ever visit any of the homes of the white children?

Mrs. Scott. No. He never visited any of the homes. However, he held several lengthy telephone conversations which we cut down on him eventually, with many of his friends, his friends in Irondequoit and new friends that he made through riding the bus.

Mr. Glickstein. How does he like school in West Irondequoit?

Mrs. Scott. He enjoys it very well.

Mr. Glickstein. Mrs. Latimer, how many children were in Denise's class?

Mrs. Latimer. At West Irondequoit there were 27 children.

Mr. Glickstein. And how many of them were Negro?

Mrs. Latimer. Two.

Mr. Glickstein. Did Denise have any problems adjusting to school?

Mrs. Latimer. Well, what would be normal for Denise I guess in that she is shy in a new situation. However, I did talk to her teacher about this and also told her about her comments and her feelings, her reservations and the teacher was very considerate. She worked hard to allay her fears and to help her overcome her shyness.

Mr. Glickstein. Did Denise make friends with white children?

Mrs. Latimer. Oh, yes, quite a few.

Mr. Glickstein. How does she like school in West Irondequoit?

Mrs. Latimer. Very much.

Mr. Glickstein. Did your children, both of you, did your children do well this past year in West Irondequoit?

Mrs. Scott. Yes. Roy received "As" and "Bs".

Mr. Glickstein. How about you?

Mrs. Latimer. Denise did well, also. She had all "As" and two "Bs."

Mr. Glickstein. Mrs. Scott, has Roy gone back to West Irondequoit this year?

Mrs. Scott. Yes, he is.

Mr. Glickstein. And do you plan for him to continue his schooling in that community?

Mrs. Scott. Yes, I do.

Mr. Glickstein. Mrs. Latimer, about how far would you say the Listwood School is from your home?

Mrs. Latimer. Approximately five miles.

Mr. Glickstein. About what time must Denise leave home in order to catch her bus?

Mrs. Latimer. She usually leaves home at 7:45 to catch the bus by 8 a. m.

Mr. Glickstein. How far is the bus stop from your home?

Mrs. Latimer. Three city blocks.

Mr. Glickstein. About how long is the bus ride?

Mrs. Latimer. About 45 minutes.

Mr. Glickstein. How does Denise feel about riding on the bus to school every day?

Mrs. Latimer. Oh, she likes the bus.

Mr. Glickstein. Did she like it from the very beginning?

Mrs. Latimer. Oh, yes.

Mr. Glickstein. How about Roy? Did he like the bus ride from the very beginning?

Mrs. Scott. Indeed.

Mr. Glickstein. Mrs. Scott, is there a PTA at the school in West Irondequoit?

Mrs. Scott. Yes, there is.

Mr. Glickstein. Did you participate in its activities last year?

Mrs. Scott. Yes, I did.

Mr. Glickstein. How would you compare your participation there with your participation in the PTA at No. 19?

Mrs. Scott. I would say that it was exactly the same.

Mr. Glickstein. Mrs. Latimer, do you feel that Denise is getting a better education in Listwood than she could have gotten at School 19?

Mrs. Latimer. I think so, because, as I say, they are offering more early in their school life. The classes are smaller. The teachers make a great effort to see that these little children learn. All of the children, they have no idle time.

Mr. Glickstein. Do you feel you are making a sacrifice by sending her to school in West Irondequoit?

Mrs. Latimer. No, I don't.

Mr. Glickstein. Mrs. Scott, do you feel you are making a sacrifice by sending Roy?

Mrs. Scott. No.

Mr. Glickstein. Why don't you feel that way?

Mrs. Scott. Well, there's no sacrifice being made. He gets up early. He gets up at 6 o'clock. He gets up at 6 o'clock on Saturdays and Sundays, so there's no difference in the time of his arising and he does get home perhaps, oh, I'd say maybe a half hour later. This isn't any particular inconvenience. So, I don't feel that we are making any sacrifice sending him.

Mr. Glickstein. Mrs. Scott, do you think it is necessary for children to attend integrated schools in order to get a good education?

Mrs. Scott. Absolutely, and being a parent myself, I know, and I guess most parents know that children do not believe everything you tell them and it's fine for a Negro parent to say to his child, "You are equal; you are just as good as anyone else," and it is also fine for a white parent, non-prejudiced white parent, to say to their child, "Negro children are just as good as you are."

However, children being as perceptive as they are, they wonder, well, if I'm as good as a white child, how come I can't do this and they can? And, also, a white child, you tell them, well, Negro children are just as good as you are. Well, in their minds I would imagine they are thinking, well, where are they? How come they don't live next door to us? How come they don't attend school with us?

But by seeing this for themselves they are getting a better education. And education in my opinion is preparing yourself to live and work in the world, and in this respect your education is definitely lacking if you are not being prepared to live and work with all types of people.

Mr. Glickstein. I have no further questions, Mr. Chairman.

Vice Chairman Patterson. Dean Griswold, any questions?

Commissioner Griswold. No questions.

Vice Chairman Patterson. Mrs. Freeman?

Commissioner Freeman. No.

Vice Chairman Patterson. Dr. Rankin?

Commissioner Rankin. I have one question. How do other people in your neighborhood accept this? Do they envy you? I mean, those whose children don't go to West Irondequoit. Do they envy you or are they a little jealous or what is the general reaction?

Mrs. Scott. Well, I have no reaction in that respect at all. Some of the children I think at first envied the fact that Roy rode the bus and they didn't. But I have had no feeling from any of the other parents of envy.

Commissioner Rankin. You had the same reaction?

Mrs. Latimer. Yes. Many people wondered, I guess, why we would send our child out, you know, to take this bus trip every day to school. But I had heard some good and bad comments about it, but it just goes over my head because this is something that I want.

Vice Chairman Patterson. Mr. Taylor?

Mr. Taylor. No.

Vice Chairman Patterson. Mrs. Latimer, did you go to an integrated school?

Mrs. Latimer. Yes, I did.

Vice Chairman Patterson. Did you, Mrs. Scott?

Mrs. Scott. Yes, I did.

Vice Chairman Patterson. With a lot of white students or just a few?

Mrs. Scott. I believe there was something like 20 Negroes in the school out of maybe 800 or 900 students, in the grammar school, and the high school was similar. So, it was definitely a minority of Negroes attending the school.

Vice Chairman Patterson. About what were the percentages where you went to school, Mrs. Latimer?

Mrs. Latimer. Well——

Vice Chairman Patterson. Predominantly Negro or white?

Mrs. Latimer. Predominantly white. Out of my high school graduating class, there were 254 students 12 of whom were Negro.

Vice Chairman Patterson. The Negro population of Rochester was much smaller at that time?

Mrs. Latimer. Very much smaller.

Vice Chairman Patterson. Are there any further questions? Thank you very much. You are excused.

The hearing will stand recessed until 20 minutes after 8 o'clock.

Vice Chairman Patterson. The hearing will come to order. Mr. Glickstein, will you call our last witness for the evening, please.

Mr. Glickstein. Dr. Elliott Shapiro.

(Whereupon, Dr. Elliott Shapiro was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF DR. ELLIOTT SHAPIRO, DIRECTOR, CENTER FOR COOPERATIVE ACTION IN URBAN EDUCATION, ROCHESTER, NEW YORK

Mr. Glickstein. Would you please state your full name, address, and present employment?

Dr. Shapiro. My name is Elliott Shapiro. My address is 264 Glen Elen Way. My present employment is Director with the Center for Cooperative Action in Urban Education.

Mr. Glickstein. Where were you employed prior to coming to Rochester?

Dr. Shapiro. I was employed in the New York City school system.

Mr. Glickstein. In what capacities?

Dr. Shapiro. Well, various capacities. I was a teacher. A teacher of Special Education, substitute and regular teacher. I was teacher in charge of a small school, assistant principal, principal in charge, and elementary school principal.

Mr. Glickstein. You are on leave as principal in New York City?

Dr. Shapiro. Yes.

Mr. Glickstein. Where were you principal? What school? Where is it located?

Dr. Shapiro. The school is located on 133rd Street between 7th and 8th Avenues in Manhattan. It is No.—it is a new school—P.S. 92. It is a replacement for a very old school, P.S. 119.

Mr. Glickstein. How long had you been principal of those schools?

Dr. Shapiro. I was principal of P.S. 119 from 1954 to this year, beginning of 1966, February, actually, and I have been principal of P.S. 92 from February of this year to the present time.

Mr. Glickstein. For the sake of those people who don't know New York City, your school is located in Harlem. Is that correct?

Dr. Shapiro. That is right.

Mr. Glickstein. Dr. Shapiro, do you think that children in so-called inner-city schools achieve up to their capacities?

Dr. Shapiro. No, they do not, but on the other hand, I don't believe children generally throughout the country achieve up to their capacity.

I do feel, however, that children in the inner-city schools or, let us say, the schools for Negro children or for other minority group children, the children of these schools achieve much less, proportionately, than their capacity.

Mr. Glickstein. Why do you think this is so?

Dr. Shapiro. There are a host of reasons but if we are to go down to a basic cause I would say it is because of the white community. The white community in this country has had a long tradition of prejudice and discrimination against the Negro. The tradition is a longer tradition of prejudice than I think can be found anywhere in Occidental civilization if the word civilization is accurate.

It is not only a longer history and a more sustained history of prejudice in this country but it is a more intense history of prejudice and, as a result of that, the Negro in America has been made to feel inferior.

His home very often has been destroyed quite deliberately. His past has been removed from the history books. His heritage has been kept a secret from himself and from the rest of the world. There are many other reasons but I would say the basic reason is the lack of goodwill in the white community.

Mr. Glickstein. What do you consider to be the relationship between a child's achievement and the attitude of his teachers?

Dr. Shapiro. There's an important relationship. But I hesitate to go into it very fully. Primarily because as I begin to talk about that, I begin, I think, to exaggerate the importance of it. I begin, I think, to fall into what seems to be a trap, to blame, as it were, the lack of achievement of the Negro child on the attitude of teachers as if that is the primary cause. There are teachers with very poor attitudes but there are many more teachers with very good attitudes. I do think, however, within us there is a latent prejudice and many of the teachers with good attitudes, as it were, also have this latent prejudice. It is very important perhaps in teacher education and teacher in-service education to work very carefully in uncovering these latent prejudices but again I wish to insist that there is something far more important than teacher attitude, as important as that is.

Mr. Glickstein. What is that?

Dr. Shapiro. More important than teacher attitude at the present time is to provide to the child who lives in the slum, who has been forced to grow up too fast, who is forced to, in a sense, become so self-reliant so early that he has, in a sense, been forced to give up his childhood. It is the hallmark of being a human being to have a long childhood. A long childhood in the sense you might say is the first essence of humanity and when we deprive the Negro child of his childhood we deprive him of his absolute human birthright.

Depriving him of that, we, and I talk about the white community and all of us who are responsible, we are in a sense attempting to push him down into a lower species. Now, I don't know whether we are doing this consciously at the present time but that's the net result.

I do believe at one point or another we did do this consciously and I believe there is a historical record that can demonstrate it in a sense that we have kept the achievement of Negro history or black achievement or African history out of the history books in order to support a viewpoint, a viewpoint that the black race is an inferior race. I do believe that this was done perhaps to ease the conciousness, as it were, of the Christian world. Maybe I give too much credit to the conscious. Maybe it was done unconsciously but, on the other hand, I feel there is a certain conscious element at one point or another.

Mr. Glickstein. What role must the schools play to deal with this problem that you have just described?

Dr. Shapiro. For the time being and perhaps only for the time being in a transitional sense, the schools ought to provide enough adults, warm-hearted adults, preferably professional adults, in the schools, but not necessarily only professional adults, in sufficient number so that the children will have sufficient adults in their lives to relate to them, to hold their hands, to lean against them, to ask them questions, to again become dependent, to have that kind of dependency that all children must have if they are going to develop into creative human beings.

Mr. Glickstein. Won't the type of person that you have just spoken about have to be very specially trained to carry out this responsibility?

Dr. Shapiro. No; not so especially trained, really. He requires a certain amount of education, of course, and he requires a certain amount of insight. I would say, as a matter of fact, greater specialization of training, and I dislike that word training, but greater specialization in training is required when we deal out of scarcity, when there are fewer adults. When there are more adults we don't require that much training. We don't require training of parents especially, you see, because parents are in a relatively high proportion as adults to children.

We require much more training and it is a basic assumption, you see, that we never look at. It is tacit. We never really look at it. So much training is required, as it were, training, as it were, I should say of teachers primarily because teachers are very often in situations that don't promote learning. They don't promote learning primarily because teachers are so outnumbered. We don't realize very often that many of our methods are based on this whole philosophy of scarcity because we have taken it so much for granted, even as we don't realize that we are breathing. But the fact of the matter is that we have, and we rely a great deal, for instance, in imparting to teachers, let's say the importance of routines.

Now, routines are important. I impart the importance of routines in the schools that I have happened to head. They are very, very important. They are very important at this point because if the importance of routines were not important to the teachers there would be constant chaos in the classrooms but these routines are so important at this time primarily because if the teacher had no routine she could not organize an educational or learning situation.

But having now accepted the need for routines, what we fail to recognize is this: that these routines put the child out on a periphery. He knows when and how to go to the wardrobe. He almost doesn't have to talk with the teacher nor does the teacher have to talk with him. So in a sense you might say that in education and in education for a long time under the strictures and frame of reference of scarcity, in a sense we promote estrangement, and especially is this bad for poor children who have enough estrangement. They don't have to have it compounded. I would argue for very much smaller class sizes, many additional services, the services that were indicated here earlier by other witnesses.

I would argue that every poor child within a school is entitled to about the same services that a middle class or upper middle class child is able to get through his family. This is not to say that the school should take over the responsibility of a family or of a mother or of a father. I'm not implying that at all. But I'm saying that we are now in a transitional period and our children won't wait any longer until we work something else out.

I recognize that this is very, very costly. My guess is in the New York City budget it would add $100 million to the budget simply to take care of the children in the most deprived areas. But, on the other hand, the New York City budget is $1 billion, you see.

Now, a $100 million in the framework of $1 billion—talking as a school teacher, I can deal with these numbers in the abstract sense—the $100 million, really isn't that much.

Yet, the fact of the matter is most of the larger cities, including the city of Rochester, really don't have the money for quality integrated education. At this point let me stress quality first because quality is very, very expensive and I hope, I importune the lady and gentlemen of the Commission to go back to Washington and urge a tremendous outlay of money, Federal moneys, for this purpose. I am convinced that cities and states are running out of money in regard to this and I do believe that the inexhaustible supply must come from the Federal Government.

Mr. Glickstein. Do you think these changes you have advocated, particularly the addition of a greater number of adults, would affect achievement and motivation in the inner-city schools?

Dr. Shapiro. I think so. I am not entirely certain because I haven't lived in so lavish an environment nor have very many. But we do have some indication at the present time in the more effective school programs in the city of New York that something is occurring, something favorable.

I have a conviction. I would bet a great deal on it, that giving these services would improve the educational levels of our children but this still would not be quality education because it would still be education within a segregated framework.

Not alone is money necessary, I should say. The school environment itself must be a democratic environment with a lively corps of teachers.

Coming back to your first question, I guess it was in regard to attitude, I guess I perhaps misconstrued the question as applying only immediately to children but in a larger sense I do believe that attitude of teachers is very important if we understand attitude of teachers as meaning their ability to engage in a democratic process.

If they do not have this ability to engage, in a lively sense, in a democratic process, they don't do too much, they won't be too useful for children either.

Mr. Glickstein. What do you mean by that, ability to engage in the democratic process?

Dr. Shapiro. It is my feeling that children at one time or another begin to find out whether their parents or adults are for real as the statement is. What is for real? I would say that we have in the middle class white community of many, many young people very fine young people who finally begin to drop out of school, take a year off, go to Europe if they can afford it, maybe travel around the country, whatever, primarily because they don't like what they have been seeing or hearing, whether from their parents or in their colleges or in their high schools.

Now this happens, I think, with white young people in their teens, in their late teens, in their early 20s. It happens, I suspect, with middle class people very often. It happens because they see a great contradiction between preachment and reality. Now, the poor child, whether Negro or Puerto Rican, or whether Mexican-American, or Jewish, when Jews lived in the slums, and I think, Italian, or almost anybody who has lived in a slum or in a poor neighborhood, finds it out very, very early. He finds it out, let us say, when the teacher starts to talk about the society as a democratic society and when the teacher begins to use big words like this society is a society that has its sovereignty, as it were, in the people, and the boy, let's say, who is living in a house across the street from the school, who is living in a house that is cold in the middle of the winter time, no hot water, the water coming in from the roof and he says, "Did my folks want this house? How do we get rid of this apartment? How do we improve it?"

He begins to ask the teacher that and the teacher has no answer. He no longer pays any attention to the teacher. He knows what the teacher is saying has something to do with something but not anything to do with him and the world in which he lives.

Or let me put it another way: every day in our school systems we say the pledge of allegiance and at one point it is a country with liberty and justice for all, and as Baldwin has pointed out, a child of six living in Harlem knows that that doesn't have much significance.

So that children when they drop out, as it were, if they are middle class children, frequently if they are very, very fine students, for instance, Oberlin, which is a college with a fine reputation, half of the people that drop out of Oberlin are the best students on the campus. Well, they find out rather late that things are wrong and things don't match their ideals of what they have been taught. Others never find out and I guess we are among the others, and we are kind of relatively dead as a result.

On the other hand, others have dropped out much before and they have dropped out in kindergarten and first grade and second grade and they have dropped out, in a sense, for cause because what is being taught doesn't seem to make sense if they remain perceptive.

Perhaps there is another factor that we ought to consider. Let us suppose that we didn't drop out of school, all of us. After all, we have our diplomas, any number of diplomas, I suppose. But I wonder whether in some chronic way not so acute and not so dramatic as actually physically dropping out, whether we haven't dropped out. I could, I think, demonstrate it in the Courtroom but it would be too embarrassing so I will do it only rhetorically. Here's a whole Courtroom filled with educated people. There are two, really basic philosophies. Let's see what we know humanistically. We have studied education and the philosophy of education and philosophies. Wouldn't we be embarrassed if we had to answer, let us say: what are the essential differences between Platonic and Aristotelian philosophies? And these are the two basic philosophies in the Western world. Yet we had it at some time and we passed the test on it if we had it in a philosophy course but we don't know what it is.

In a sense, you see, in a way, we are all fakers. We are dropouts. We are chronic dropouts but somehow or other we have learned to get by with this chronic quality of dropping out.

Mr. Glickstein. You mentioned before quality education, quality integrated education.

Do you think it is important to provide education for low income Negro children outside of their present environment in integrated schools?

Dr. Shapiro. Yes. It is very, very important. I think it is important to push in two directions at the same time and I think it is important that both directions are pushed, when I say at the same time, I will be redundant but I really mean simultaneously.

We can't provide education within the environment of the Negro child unless we provide quality education. But we can't provide quality education, really, unless we provide integrated education so that when we talk about education let us take now for granted that when we talk about education, the synonym is a kind of hyphenated word, quality-integrated education.

What is absolutely imperative at this point for the Negro child is to provide the environment that offers quality-integrated education. I would say this, that if this were applied to the Negro child in full measure in a large sense at this point we would get a push from the white community also to participate in quality-integrated education because the white community would then find that it, too, has been short-changed in the educational process.

Mr. Glickstein. How do you provide quality-integrated education in a ghetto situation except by transporting the children out, for example?

Dr. Shapiro. We can't provide quality education in a ghetto situation and we can't provide quality education in a non-ghetto situation unless we provide a measure of integration.

We can provide an improvement in education in the ghetto situation and I hesitate to suggest this at this point because there are persons of moderate goodwill, let us say, which may mean more than moderate bad-will, I'm not sure. But let's say there are persons with moderate goodwill who will latch upon perhaps the quality aspect as opposed to the integrated aspect.

Nevertheless, all things being equal, let's say in Public School 92 I would rather have 97 teachers than, say, 56, because I know our children would gain. At that point they might gain an education that is similar to the education given white children but again I am highly critical of the education given white children.

Mr. Glickstein. Do you think it is harmful to a child to transport him to accomplish integration?

Dr. Shapiro. No. For a while I've been arguing that because you are transporting children by bus over some distances for achieving integrated education, there is a kind of deprivation in time. It may be we wearying and so forth, and, therefore, we owe a great deal to the child to provide additional compensating services within the school as the receiving school to make up for the fact that he has been traveling quite some time. I have argued this up to very, very recently, actually up to maybe yesterday, but as I talk with people at the board, I have learned a little bit more and I have come to accept the viewpoint that there is something that could be quite educational in traveling by bus and we heard from the two mothers here today, this evening, just a little while ago, that the children enjoyed the bus riding.

I myself have now, and thinking it over rather freshly at this point, trying to consider for a little while naively so that I can get a fresh viewpoint, associate with the experiences of some young people in Brooklyn who are traveling from one end of Brooklyn, young white people, who are traveling from the Sheepshead Bay area of Brooklyn to downtown Brooklyn in the flow of traffic, therefore, against all kinds of obstacles and apparently are thriving on it.

Mr. Glickstein. They're traveling to go—

Dr. Shapiro. To go to a school that has essentially an all-Negro enrollment. They are thriving so much that the original group which contained 38 or 39 children has increased voluntarily to 43 and now that a nearby public school, 307, has provided the more effective school services, 130 children are traveling to that school on a voluntary basis, partially because they saw the success of the original experiment in that outlying area around Sheepshead Bay, Brighton Beach, Coney Island, and perhaps Canarsie.

Mr. Glickstein. Does the school system have to provide special incentives to middle class parents in order to induce them to send their children to schools in predominantly Negro areas?

Dr. Shapiro. Well, when we talk about middle class parents, although there are a great number of middle class Negro parents and a somewhat smaller number, although maybe not in the relative sense, middle class Puerto Rican parents, we are talking really I guess about white parents, and I would say that on the whole, the will of the white community has not been a good will. So that what we have to do for the time being in the white community is to provide what might be considered in the narrow sense the quality services. I have a strong conviction, my experience has been a New York experience as you know, and, therefore, I can't really talk about the Rochester scene.

I have been here only a short time but I have a strong feeling, for instance, that if we provided truly quality education in Public School 197 on 135th Street and 5th Avenue, if we were to provide very small class sizes, much better curriculum, although that school as schools go is the equal of others, you see, additional specialized services, a participation, an active participation of the teachers in the life of the school and of the surrounding community, we would begin to see that white parents would be sending their children over the Harlem River Driveway, 10, 15, 20 minutes away from Washington Heights.

I had this experience in proposing the idea to the white parents in Washington Heights. There was, I can report this, a few years ago there was quite a debate about open enrollment, busing the children and so on, and on the whole the white parents of Washington Heights resisted the idea, and I was one of a number of speakers on consecutive weeks, we had a continuing forum and I asked the white teachers, I proposed this question to the white teachers—not the white teachers, the white parents. I said, "Suppose we had class sizes of 15?" And, "Suppose we were ready to teach a language in the elementary schools?"

And, "Suppose we had, we developed a very fine science curriculum and used the most modern approaches in mathematics? Would you send your children by bus 20 minutes to 135th Street and 5th Avenue?" And the very same people who said they didn't care at all for bus transportation, who, as a matter of fact, had so many speakers because there was so much resistance in the area to it, were quite enthusiastic.

I could hear and see the agreement from the speakers' platform that they would be willing to.

Now, again, this is very costly and, on the whole, school districts do not have this money. I do think that we have for a long time failed our children and failed ourselves, and our ancestors have failed us perhaps in that we have never considered that education you might say is the growing layer, as it were, the growth layer of the democratic process. It is, I hate to use the word, industry, as it were, but it is the basic industry, but always education has been considered the fifth wheel of the wagon, kind of useless in a way, except that our children ought to get jobs.

But nobody was truly interested in learning. The teachers' pay has always been too low, so low that perhaps the entire history of education in this country is a history replete with some of our best people avoiding teaching because in a way, being a teacher was looked down upon within the community.

Now, again, I come to the fact that we have to take not only a new look but it is imperative that we take a quick look at that and come to a quick decision that education, next to the physical safety of the human being and maybe next to the health services, education is basic if we are going to remain alive.

MR. GLICKSTEIN. Mr. Chairman, I have no further questions at this time.

VICE CHAIRMAN PATTERSON. Dean Griswold, do you have any questions of the witness?

COMMISSIONER GRISWOLD. No.

VICE CHAIRMAN PATTERSON. Mrs. Freeman?

COMMISSIONER FREEMAN. Dr. Shapiro, you stated that you believe that the child needs a democratic environment, and I would want your judgment with respect to an integrated faculty. How do you see an integrated faculty and what do you call an integrated faculty?

DR. SHAPIRO. I would hope that all faculties in all schools, as it were, would reflect not only, you might say, the ethnic and racial composition of the immediate community but more properly the ethnic and racial composition of the entire country and maybe even internationally, if we could work it out one way or another.

I am convinced that no school offers proper education even if those quality services are there, you see, and even if the schools themselves have been integrated in some measure as far as pupils are concerned, if the faculty isn't also an integrated faculty.

I have been eager for a number of years in both 119 and 92 to have a high proportion of Negro teachers, especially male Negro teachers. Perhaps I have been selfish in regard to it, and perhaps I have tried very hard in a sense to more than integrate the faculty. I have tipped the balance in regard to racial composition. I have done this although I have had a kind of ambivalence about it, primarily because at the present time I have a feeling that Negro children ought to be able to see Negro men and Negro women, but especially Negro men, who have accomplished something educationally and intellectually.

On the other hand, perhaps we have been too selfish and very often this comes up as a question in a faculty, among members of a faculty. Let us suppose that one of the teachers becomes an assistant principal or a principal and happens to be a Negro.

The question then is and she asks me very often: "Shall I stay here at Harlem or shall I go to a white community?" And of course, you see, it works, there is still a shortage. Because it is very important also for the white community to see the educated Negro woman, and the educated Negro man. But for the children and for the parents and for the entire community I think at this point we have to make, you might say, a critical judgment out of scarcity. The scarcity however, is the reflection of how poor we have been doing up to now. Otherwise there would have been enough to go around.

Commissioner Freeman. In the community where in a school system where the nonwhite pupils constitute a significant proportion, say 30 or 40 percent of the student body, is it your judgment that the school district would have an affirmative duty to recruit Negro teachers so that they would not be an insignificant percentage?

Dr. Shapiro. Yes, yes, it is. It is very, very important.

It is important for any school to have, of course, Negro teachers, but it is very important for a school with a large number of Negro children to have a large number of Negro teachers. It is important again for aspiration and identification purposes and maybe for a special feeling of protection.

Commissioner Freeman. Thank you.

Vice Chairman Patterson. Commissioner Rankin?

Commissioner Rankin. Where, Dr. Shapiro, are students receiving your definition of quality education today?

Dr. Shapiro. Nowhere.

Commissioner Rankin. And in history, never?

Dr. Shapiro. Never. Never is right. The only thing is, I know you are asking this with good intentions, but I have to be very careful in regard to it, because sometimes as you've heard good intentions pave the road to hell. But we should not rest on the fact that it has never been done, especially should we not rest upon the fact at this point, that it has never been done when we are living right now in the era of the nuclear weapon.

If we don't learn right now how to get along with one another, we are really about to be dead.

Commissioner Rankin. Education will make us moral, do you think?

Dr. Shapiro. No, living makes us moral, but the kind of education that we have that would enable us to become moral would be part of that living. At the present time, education on the whole tends to make us immoral. Or maybe a little worse than that, amoral.

Commissioner Rankin. I could continue, but I won't.

Vice Chairman Patterson. Mr. Taylor, do you have any questions?

Mr. Taylor. What's your evaluation, Dr. Shapiro, of some of the popular kinds of compensatory programs like Higher Horizons in New York or Head Start?

Dr. Shapiro. Well, the Higher Horizons Program started with a great deal of fanfare following from the demonstration program that existed in Junior High School 43. That program in Junior High School 43 in a sense was a successful program in that a higher proportion of children than ever before were graduated from Junior High School 43 into the George Washington High School and then went on as part of that demonstration program into college, so that in a sense there was an aura of success about it. When Dr. Theobald became superintendent of the New York City School System, he tried to, he tried to expand that program. Now, he tried at first to expand it to one or two schools, but again he tried to expand it with a limited budget so that the final result of this program was this:

It expanded to a large number of schools, into 20, 30, 40, 50, I don't know how many schools with that limited budget and pretty soon we got instead of an enriched kind of program, we got changes of title so that people became Higher Horizons Reading Improvement Teachers, you see. And as we got that Higher Horizons Reading Improvement Teachers, whatever that means, when we got that teacher we also lost a classroom teacher at the same time. So the net result was very little gain in number of personnel with the exception that we did get a few more guidance counselors, but it is very significant it seems to me from the tenor of my own testimony here, to point out that those guidance counselors were on the whole subsidized by Federal money. So that the real contribution did not came immediately from the city, but from Federal money.

As a result of this dilution, maybe there were some few changes in attitude that occurred that are hard to measure or evaluate, but there was really very little change in achievement and the unfortunate aspect about this is that very few people know this across the country, that there was complete dilution of services in regard to the Higher Horizons Program so that again the poor Negro child and the Negro race is again the scapegoats. See, they have Higher Horizon in New York and it has failed. Now actually, they didn't have Higher Horizon in New York. What failed in a sense was to give the same, what failed was the process of giving the same name to what amounted to an old program. In regard to, in regard to the Head Start Program, Head Start Program has been very, very valuable and it has been valuable because you have been permitted to have not more than 15 children in the classroom. Usually the classrooms had 12, 11, or 10 children, and the teacher was assisted by an assistant teacher and she was assisted also by one or two mothers who were paid and also assisted by two college students, juniors or seniors, so that the 15 children, the largest number possible, had at least five adults in that classroom and what we did see at P.S. 92 and P.S. 119, we saw certainly a greater engagement in learning among our children, a loss of, you might say, obedient passivity, but no obstreperous behavior of any kind, a lively exuding of curiosity to a degree that we have never seen before. But then what happens very often is this: this happened in New York City, I don't say by any means that it happens in Rochester because I see a style in Rochester that is somewhat different from the style I have seen in New York City and that I have witnessed in other areas.

We have seen that our Higher Horizon children, coming out of what might be considered the prekindergarten setup, coming into our kindergartens again with experienced and able teachers are traumatized by the qualitative decrease, that the quality drops and the children who have become accustomed, you might say, to involve themselves in humanistic give and take with their teacher or the assistant teacher or the mothers or the young college assistants, suddenly discover: no, no, now we have to go along with those routines and we have to stay on the periphery and on the whole don't ask questions right now, hold that question, save that question until the teacher has time. And you have almost an emotional trauma. We did have an emotional trauma. Many people commented on it. I'm not alone in commenting on it. But again this proves the necessity for human involvement in the classroom and it proves the need for providing the environment or providing the wherewithall so that human involvement can occur and I must say that at this point with the best will in the world, whether the Rochester system or New York City system or any other school system with the very best will in the world doesn't really have that wherewithall at this point. All the school systems need money, and if we have enough money to land on the moon, we certainly have enough money to teach our children to read and write.

Mr. Taylor. You suggest the possibility of different types of schools?

Dr. Shapiro. Yes, before I go into that, I realize there is one other aspect of the Head Start Program that we ought to consider. I think I have implied it, but I wish to stress it. A good teacher tends to, at one point or other. It's at that point that the child doesn't listen any more. But in any case the point that I wish to stress is this: that our poor children live in circumstances that gradually become worse and we tend to think if we give the child the Head Start, you see if we give him the very fine education in those first classes, that will be enough, but he needs in a sense adult protection through his growing years, and it is absolutely necessary to develop you might say a form of the Head Start Program, the supporting you might say adult, through all those years that he goes to school in the elementary and junior high school and high school years. I wish to stress that the lives of many of our poor children become worse to an unutterable degree and there should be constant intervention by warm hearted and professional adults.

Mr. Taylor. You are suggesting Head Start may not be doing the children a favor unless you follow up on it?

Dr. Shapiro. The word "may" is important. I think I would say on the whole I would rather have the Head Start Program than not. I would much rather have it than not, but, nevertheless, there has been a shocking experience for many children who have been in that Head Start Program. On the other hand, too, there has been a shocking experience for teachers who have never been cognizant of this disparity in quality as it were. They are now cognizant of it and so are parents now cognizant of it and parents and teachers together have worked to get additional services at least in the lowest, in the primary, grades in the elementary school. It has been a forward looking program and we don't know yet what you might say, how far the waves will reach.

Now, in regard to store front schools, I have seen that in Harlem. For instance, Harlem has one advantage that other communities don't and that's that the businesses, the smaller retail businesses seem to fail now and have been failing in past years very rapidly. In fact, stores are not opening up any longer so that it is possible—I haven't counted the number—but I would guess that between 110th and 135th Street there are at least 100 vacant stores, probably very many more, only on one avenue, say Eighth Avenue or Seventh Avenue. Let's say Eighth Avenue. Now, I have argued for a long time that if we were to refurbish these stores very, very well, without care for cost, some of these stores, not every one of them by any means but some of these stores very well, so that these would not be makeshift classrooms, but actually classrooms really very, very well equipped of course, with individual toilet facilities in the sense that they are already there, with the backyard as a classroom, as it were, with the clear window in front, as you might say, the opportunity for the community to involve itself into the immediate life of the classroom, that we would begin at this point to inspire more community involvement in the schools and, reciprocally, more teacher involvement in the community, and we would be able to do something else too, it seems to me.

If we were to pick the stores that are on the border of the various racial and ethnic districts—and there are many there—we would be able from block to block in some kind of longitudinal fashion, almost imperceptibly to develop an integrated quality process. Now because the Negro community suspects the will of the Board of Educations generally, and with good reason, and suspects let's say, the will of a white proposer of an idea like this because the Negro community then says, "You are willing to put Negro children in stores, but not white children," it would be very, very important to start this inside, as it were, the district of a white community that borders on a Negro community or on a Puerto Rican community. And I again insist that if we had, let's make believe that it is a store for first grade children, if we were to have a small group of children in that store with the number of adults that I indicated should be the criteria for it, with the very advanced, as it were curriculum, with a good supervision by a nearby principal and his supervisory staff, we would have a willingness of the white mothers of that community to put their children into that store and of the Negro mothers of the community to go a few blocks to put their children into that store, and if we were to break the ice, as it were, within the skin, of the white community, we would do more than break the ice.

We would begin to have a co-mingling of the white and the Negro communities, and we would have it on kind of an imperceptible basis because if you look at the radii that extend down the streets of Eighth Avenue and Seventh Avenue or Madison Avenue, let me say Madison Avenue at this point, you would be able to, say, have a store at 100th Street, another one at 102nd Street, another one at 97th Street, another at 94th Street and so on and one wouldn't know whether one is going out of one's neighborhood or not for a long while and then gradually as the distance increases and the children are able to travel a few more blocks, one would be in what would be different neighborhoods without one's even knowing it.

But, again, I'm beginning to think that this ought to start first within the boundaries of the white community.

VICE CHAIRMAN PATTERSON. Any further questions? Dr. Shapiro, thank you very much for your testimony. We appreciate your coming.

Until 9 o'clock in this room tomorrow morning this meeting of the Civil Rights Commission will stand in recess.

(Whereupon at 9:35 p.m. the meeting was adjourned, until 9 a.m., Saturday, September 17th, 1966, at the same place.)

U.S. COMMISSION ON CIVIL RIGHTS

SATURDAY MORNING SESSION

SEPTEMBER 17, 1966

Vice Chairman Patterson. The United States Commission on Civil Rights session will now come to order.

Mr. Glickstein, would you call the first witness, please.

Mr. Glickstein. The first witness is Mr. Robert R. Bickal.

(Whereupon, Mr. Robert R. Bickal was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MR. ROBERT R. BICKAL, MEMBER, BOARD OF EDUCATION, ROCHESTER, NEW YORK

Mr. Glickstein. Would you please state your full name and address?

Mr. Bickal. My name is Robert R. Bickal. I live at 726 Harvard Street in the city of Rochester.

Mr. Glickstein. What is your occupation, Mr. Bickal?

Mr. Bickal. I am on the administrative staff of the Rochester Institute of Technology.

Mr. Glickstein. In what capacity?

Mr. Bickal. Director of Grant and Contract Administration.

Mr. Glickstein. Did you previously teach at R.I.T.?

Mr. Bickal. Yes, as an associate professor in the College of General Studies.

Mr. Glickstein. How long have you lived in the city of Rochester?

Mr. Bickal. Approximately 10 years.

Mr. Glickstein. You are a member of the Board of Education?

Mr. Bickal. I am.

Mr. Glickstein. How long have you served as a member of the Board of Education?

Mr. Bickal. Four and a half years. I took office January 1, 1962.

Mr. Glickstein. Mr. Bickal, the last day we have heard testimony describing the Open Enrollment Plan, the Triad Extended Home Zone Plan and cooperation with the various suburban school districts that are attempts to reduce racial imbalance in the Rochester schools.

Do you believe that these programs can significantly reduce racial imbalance at the elementary school level?

Mr. Bickal. No, I don't. I think that the limited open enrollment plan that has been in effect since February of 1964 was very valuable and perhaps even a courageous plan at the time that it was instituted. It has, I think, successfully demonstrated that programs for the modification of racial imbalance can work but I think it is obvious from the figures that I know you have and are in your Staff Report that this plan or these plans alone cannot really make a major dent in this very serious problem.

Mr. Glickstein. Do you think that open enrollment can have a significant effect on the racial imbalance situation in high schools?

Mr. Bickal. Yes, I think it may. I think because we have only one high school that is imbalanced, if we use a fifty percent benchmark, I think that perhaps at the high school level an open enrollment plan can work and I think it can work much more easily than in the elementary schools because there are fewer high schools and the ability of high school students to get around to the programs they need on their own is obviously much greater.

Mr. Glickstein. You have indicated that the various plans that are now in operation won't work. Can any voluntary plan lead to integration in the Rochester schools?

Mr. Bickal. No; I doubt very much a voluntary plan would really significantly or totally reduce the imbalance that exists in the schools. It would necessarily require that white students would voluntarily choose to go into those schools that are now predominantly nonwhite, and I think that those schools are sufficiently stigmatized so that very few white students would voluntarily choose to do that.

I would like to add, if I may, that I don't quite understand the great enthusiasm for voluntary programs in this particular area of education where they exist nowhere else: the parent doesn't voluntarily decide whether he is going to send his child to school or not. That is a matter of law. He doesn't voluntarily decide what textbooks his children are going to use. Those things are decided by the school officials.

I have never quite been able to understand why anyone assumes that when it comes to this area of pupil assignment that at this point a voluntary option enters the educational program.

Mr. Glickstein. What additional steps would you propose to reduce racial imbalance in the city's elementary schools?

Mr. Bickal. Now, understand that I am speaking only about our situation in Rochester. I do not know in detail what other cities face, what kinds of problems they have. But I do believe that it is possible and feasible to develop a plan that would bring about the total and permanent desegregation of the elementary schools and of the high schools too, in the city of Rochester.

Now, I would not—I am not a professional educator—I would not presume in detail to describe what this plan should be. As a layman I have some ideas about the way I think in general it could be done. But I think that in our city it can be done. I think that the Open Enrollment Program has indeed indicated that pupils can be transferred from the schools that they would normally attend to others successfully, and I think this can be extended to a total desegregation of our schools.

Mr. Glickstein. Well, in general, what is the nature of your plan?

Mr. Bickal. In general. I think the plan that would seem to me most practical and the most educationally sound would be a plan in which a group of schools,—perhaps if I had the map, one of the maps that Miss Rothman had yesterday showing the location of the schools it might be helpful if that is still around.

What I am going to suggest here is a possibility. I don't want to take credit for it. A number of people have pointed out this kind of possibility.

As you know, those schools that are heavily imbalanced are those located in this area and in this area, the small areas near the center of the city.

As you move outward you get more schools that are more and more white in their pupil population. Now, it seems to me that it would be possible to group together in a shape, perhaps something like this, to group together a group of schools which would represent the attendance pattern for a rather large area of the city going from the edge of the city into the very center, and I believe that it would be both necessary and educationally desirable to constrict considerably the grade levels dealt with in each of these schools. That is to say, you might have a school that was kindergarten and first grade; one that was second and third and so on. But within that pattern all of the children from this area would, say, go to the first and second grade in one school; second, third, and fourth in another; and so on; so that you would really extend the neighborhood to encompass a large and representative area of the city as a whole.

That in very general terms is I think one of the possibilities that at least should be seriously considered.

Mr. Glickstein. In other words, each of the districts would be wedge-shaped?

Mr. Bickal. Yes, I think given the distribution of our population that would be probably the way it would work out. It wouldn't be quite as neat as it might look on the map because the schools in the inner-city tend to be fairly close together and fairly large. Those out further are further apart geographically. They tend to be smaller. But I think that some kind of grouping of this sort would be a plan that is worth serious consideration in our situation here.

Mr. Glickstein. You mentioned that you thought this plan was also educationally sound?

Mr. Bickal. Yes, sir.

Mr. Glickstein. In what way?

Mr. Bickal. It seems to me that the autonomous, largely autonomous kindergarten through sixth or seventh grade elementary school with one or two classes at each grade is probably as educationally obsolete as the one-room schoolhouse was 30 years ago.

And I think there are great educational advantages given the techniques of pedagogy today of grouping together in a single place and single building children of rather limited age level and grade level so that the expertise that you have in that particular area of education and the programs you have specifically designed to serve children at that age or those ages and grade levels can be concentrated in one place.

So that I think that a plan of this sort, if the proper kinds of supportive services were available, could be demonstrated to any reasonable person to be educationally superior to the system that we have now in addition to achieving the integrated attendance pattern that I think is very important.

Mr. Glickstein. But if your plan were put into effect—there, in effect, would be no predominantly Negro school?

Mr. Bickal. That is correct.

Mr. Glickstein. You wouldn't be faced with the question of having to bus white children into predominantly Negro schools?

Mr. Bickal. That is right. I believe that the plan could be worked out so that the nonwhite student population of each school would reflect very, very accurately the nonwhite population of the district as a whole.

Mr. Glickstein. You think that if this plan were put into effect immediately, there would be a large exodus of white families to the suburbs?

Mr. Bickal. Oh, I'm not naive enough to think that there wouldn't be some considerable objection initially. However, as a matter of fairness and equity I strongly support a plan, any plan, that would involve all of the children and all of the families in the district. I think it is a mistake to do it piecemeal, to do it gradually. I think everybody should be affected.

If there is initial resistance to the plan, quite obviously not all of the 318,000 people who live within the borders of the city can move out at once. There isn't any place for them to go. I don't suggest entrapment but it seems to me that any plan carefully worked out should have an opportunity to demonstrate itself. And

I think that in a rather short period of time a plan if—and I emphasize again—if we have the financial support that is necessary to make it educationally superior to the organization that we have now, I think the plan will ultimately be acceptable to the community.

Mr. Glickstein. Would you favor educational parks or campus schools as an alternative to your plan?

Mr. Bickal. Oh, yes, I think they have great virtue but I can't see them within the economic limitation which we now work. We have an expensive and valuable physical plant and within the near future I can see no possibility of scrapping it and replacing it with educational parks. I don't see how financially, fiscally, we could possibly do it but I think we can desegregate, eventually using the physical plants we now have obviously with some modifications.

Mr. Glickstein. Mr. Bickal, your school system has just had its first year of experience with the Title I of the Elementary and Secondary Education Act. What effect do you think this statute has on reducing racial imbalance in the city schools?

Mr. Bickal. First let me say that I think the Federal funds that come to us under Title I are very valuable and they are certainly very welcome.

However, it seems to me that the way in which at least Title I has been implemented tends to make it segregative rather than integrative, for this reason:

The law says that you determine the number of students in the district who qualify for aid under Title I, those in the poverty groups and you get it from the census and aid to dependent children and so on.

Then you are able to apply the Title I assistance only in those schools in which the eligible children are concentrated, which of course in northern cities means those schools that serve primarily Negroes. Therefore, the law seems to imply that you have schools in which there are heavy concentrations of poor children, children from poor families, which again means Negroes, and that you are going to keep them there and you are going to apply these compensatory programs to them there.

So I think that in effect the implementation of Title I has had a somewhat segregative effect. However, our experience here shows that Title I money can be used for purposes of integration and we have used some of it for that.

I think there was testimony to that effect yesterday. But it seems to me that perhaps an appropriate amendment to Title I would include something specific about, at least the desirability if not the necessity, of using some of the Title I money for integrative purposes in those systems where there was significant segregation.

Mr. Glickstein. Do you think that if Title I funds are poured into specific schools and particular programs are built up in those schools, a vested interest will develop and maintain the schools as they are?

Mr. Bickal. Yes. And this brings us to the classic argument of compensatory programs versus integration and it is a long, complicated subject. I obviously believe that the only way, at least for us, the only way we can achieve a healthy educational situation here is through integration with the kinds of support necessary to make it work and I think many of the kinds of things that are being instituted in the inner-city schools under Title I are needed in all the schools, to a greater or lesser extent.

Mr. Glickstein. I have no further questions.

Vice Chairman Patterson. Dean Griswold, any questions?

Commissioner Griswold. No.

Vice Chairman Patterson. Mrs Freeman?

Commissioner Freeman. No.

Vice Chairman Patterson. Dr. Rankin?

Commissioner Rankin. I have one question.

Has there been any tendency in Rochester for the establishment of private schools for children because of this activity here insofar as integration is concerned?

Mr. Bickal. No, sir, I would say none at all.

Commissioner Rankin. And there is no tendency at all for parents to send children away to private preparatory schools?

Mr. Bickal. I would say none at all, no, sir. I think that certainly there may have been some incidents of movement to the suburbs as a result of things we have done. I don't think that has been very great, but as far as private schools and so forth, I would say no effect of that kind at all.

Commissioner Rankin. That's all.

Vice Chairman Patterson. Mr. Taylor?

Mr. Taylor. No.

Commissioner Griswold. Would that apply to parochial schools, too?

Mr. Bickal. My impression is that the parochial school population has gone up very little. I don't have—but I don't think there has been much, if any, increase in the parochial school population since we have been involved in integration programs.

Vice Chairman Patterson. Mr. Bickal, would you talk a little further on how you would make these schools educationally superior? Go over again, if you would, your idea of what grades you would have.

As I understand, you would have, say, two grades in the school.

Mr. Bickal. Two or three grades, yes.

Vice Chairman Patterson. This, obviously, would succeed in integrating the school?

Mr. Bickal. Yes.

Vice Chairman Patterson. Obviously your plan would create a racial balance?

Mr. Bickal. Yes.

Vice Chairman Patterson. That would stop the large number of one race in one school and large number of the other race in the other and there would be a distribution in your wedge-shape?

Mr. Bickal. Yes.

Vice Chairman Patterson. Now how would this add up to educational superiority?

Mr. Bickal. All right.

First of all, we now have most of our elementary schools in Rochester serve children from kindergarten through the 7th grade. That means age 5 through perhaps 14.

You have an educational leader who is the principal who is presumably expert in educational techniques for children who at one extreme are almost infants to those who are early adolescents.

I don't think anybody has that kind of competence. It seems to me if you narrow the age and grade range, then you can put into that school an educational leader who is by training and experience expert in the particular problems of those grade levels, and can concentrate and specialize in those areas, say the second and third grade, for example.

The problems are obviously very different from those of the 6th and 7th grades.

Secondly, if you reduce the range of grades in a school, you obviously expand the number of classes of a given grade and therefore you have all kinds of opportunities for grouping and subgroupings and intermixings and so forth within a grade level that you obviously don't have if you have only one or two classes at a particular grade level, and, finally, if you have five or six, or whatever, say the number of the schools serving the second and third grade, you could concentrate all of the supportive services, psychological, social work services, all of the special programs, and so forth appropriate for that grade in those buildings and not have to scatter them through the 44 or 45 elementary school buildings that we now operate.

Take just a very small but significant concrete example. We now have assemblies in the elementary schools. Now, sure, it is hard for you and me to conceive of an assembly program that is appropriate for children from age 5 to age 14 and so you have different assembly programs for different groups and they come in stages and so forth, but here is one small example, you could then have everything in that school geared specifically to the needs of the children of a very small range of ages.

I think there are some other things, too, but these are some of them.

Vice Chairman Patterson. Has this been successfully demonstrated at any place you know of?

Mr. Bickal. Yes, I think there is a trend at least in this direction. The reorganization of the New York City schools is a step in this direction, with the 4-4-4- organization.

There is a trend and we have done some of it here in our new construction of dividing the elementary school into two separate buildings, a primary school and an upper elementary school.

I think there is a trend in this direction and a very sound and healthy one, that really in many places at least has nothing to do with integration at all. It is seen as an educationally desirable reform.

Vice Chairman Patterson. Any further questions?

Commissioner Griswold. As I understand it, under this plan you might have any particular school,—let's say eight third grades and eight fourth grades.

Mr. Bickal. Yes, sir.

Commissioner Griswold. How would you divide the children within the particular classrooms?

Mr. Bickal. I don't know. I think that's a professional kind of decision that I don't feel competent to comment on. I have some feelings about children.

Commissioner Griswold. You might have to feel competent as a school board member if the proposal was that they be divided in such a way that you would have all white children in one of the grades and all Negro children in another.

Now how are you going to avoid that?

Mr. Bickal. Well, just personally, and this is just strictly a layman's viewpoint, I am not very enthusiastic about close ability grouping. I tend to believe that children with different levels of ability and different backgrounds and different levels of achievement can to a greater extent than I think sometimes we are willing to recognize, can study and learn together.

I think most of us probably went to schools in classrooms of that kind and survived more or less.

Commissioner Griswold. All I'm trying to suggest is that even if you carry through your plan, there still remains a problem.

Mr. Bickal. Certainly.

Commissioner Griswold. Which would have to be dealt with not just on a mechanical or computer basis but on the broad kind of basis that a school board member has to have responsibility for.

Mr. Bickal. I agree. I would certainly be concerned if such a plan were presented to me for my reaction. I would certainly be concerned about that aspect of it and I assume that the administration would justify the kind of grouping technique that they thought was best and I would react to it.

Commissioner Rankin. Since you are a professor and I have been one, don't you think that it is awfully hard to teach students of such wide ability where they vary? You either lecture to take care of the very bright ones or the very poor ones and if you do it for the very poor ones, you lose the good students and if you really try to give something in your classes, then you lose your poor students?

Mr. Bickal. Well, this may be. I think there are certainly arguments for some degree of homogeneous groupings of students but I think that can be overdone. But you see, I didn't mean to suggest that if you put the students together and group them, say homogeneously, that you would get all whites in one room and all Negroes in another, but, you see, with this kind of plan you have the opportunity for groupings of children, much more flexible opportunity for grouping than you do in a school building where there is only, say, two classes of the same grade.

I wouldn't make a judgment myself of how it should be done, but you have very little opportunity for grouping in the present building when you have only, say, two groups to work with.

Here at least you would have great opportunity to do it in the way it would seem best educationally.

And I think you might even have much greater flexibility within the grade classrooms than we have now. You might have one group of children grouped one way in a class for arithmetic and another way in a class for reading. They might not be solidified in individual classes for the whole day any more than the people are who we see.

Commissioner Rankin. You really don't object to grouping, then?

Mr. Bickal. No.

Commissioner Rankin. Because I think the tendency is, as in television, to reach the lowest common denominator to take care of most people rather than to reach the good students.

Mr. Bickal. No, I think the flexibility of opportunity in this plan is the great advantage of it.

Vice Chairman Patterson. Thank you very much, Mr. Bickal. We appreciate your being here. You are excused.

Mr. Glickstein, would you call the next witness?

Mr. Glickstein. Yes. The next two witnesses are Dr. Louis A. Cerulli and Mr. Herman R. Goldberg.

(Whereupon Dr. Louis A. Cerulli and Mr. Herman R. Goldberg were sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF DR. LOUIS A. CERULLI, PRESIDENT, BOARD OF EDUCATION, ROCHESTER, NEW YORK
and
MR. HERMAN R. GOLDBERG, SUPERINTENDENT, CITY SCHOOL DISTRICT, ROCHESTER, NEW YORK

Mr. Glickstein. Dr. Cerulli, will you state for the record your name, address, and occupation?

Dr. Cerulli. My name is Louis Anthony Cerulli. My age?

Mr. Glickstein. Your address and occupation.

Dr. Cerulli. I will give you my address. 2085 Lake Avenue. I am a physician by profession.

Mr. Glickstein. Dr. Cerulli, how long have you served on the Rochester Board of Education?

Dr. Cerulli. This is going on my seventh year.

Mr. Glickstein. Dr. Cerulli, how long have you been president of the board?

Dr. Cerulli. I have been president on two occasions—1962 to 1963; and I am the present president now.

Mr. Glickstein. Dr. Cerulli, in 1963, the Board of Education passed a resolution calling for programs that would significantly reduce racial imbalance in the city schools.

What considerations led to this resolution?

Dr. Cerulli. Considerations? You mean why did we?

Mr. Glickstein. Yes. What prompted you to do this?

Dr. Cerulli. Well, we had been doing something about racial imbalance before we got Commissioner Allen's report to reduce classes or schools that were 50 percent or more Negro. We did. I remember when I was first on the school board, No. 2 School was coming into being, and I remember being one of the board members who set the lines, the boundary lines, and we then set up for a 60–40 school; and of course what happened afterward was that the whites moved out and the Negroes moved in and the school turned out to be a 90–10.

But this was before Commissioner Allen's statement about reducing racial imbalance. But that is the reason why we put these plans in effect, because we had been directed from the Commissioner of Education to do something about racial imbalance.

Mr. Glickstein. Since the board passed its resolution we have heard of the many plans you have adopted and implemented to overcome racial imbalance.

Does the board feel that the progress made thus far is as rapid as it could be?

Dr. Cerulli. I can tell you how I feel, personally. I opposed, the second time I ran on the ticket, I opposed the Princeton Plan principally because the teachers put out a report that their study showed that the Princeton Plan would not work in a city like Rochester because the contiguous school districts were poor school districts and they were similar school districts. Of course, there are different modifications of the Princeton Plan and one is the Triad and that seems to be doing very well.

As far as I am concerned, I feel that the plans we have been putting in effect are plans that have been studied. They have been gone over; the administrative staff have studied them carefully; the superintendent has done a lot of work on them. We fortunately have a superintendent who some accuse of being slow or not going rapid enough but every plan that I have known that he has put in while I have been president and while I have been on the board have been plans that have been educationally sound.

They have been permanent plans. They are plans that do reduce imbalance. You will find out later on why the schools that were supposed to be reduced in balance, why they are now back to the same ratio that they were before. That has no relationship with what the schools have done about these schools. It is just a condition that has occurred that has brought back the same percentages as they were before.

I personally feel that busing is not the solution. I feel that some of our other plans—open enrollment is a good plan, but it is limited. Reverse open enrollment I think is probably one that is the most unsatisfactory as far as people are concerned. They don't care to bring their children in on the inner-city schools. They would rather keep them right where they are. All these plans probably are not—they are working plans but they are not the solution.

Years ago I maintained that this whole problem was a community problem, city, county, state, national. It was a real estate problem. It was a planning commission problem. It was a zoning problem. But I got nowhere and today I still feel the same way. Maybe changing the housing pattern will not improve the racial imbalance but I feel sooner or later the percentages and the conditions will improve if you change the housing patterns. Children will go to school where they are housed and if they go where they are housed, people who are living in these houses must have better jobs. If they have better jobs they are more contented and the people who are living in these houses will get along with their neighbors because they can afford to live where they live, and they will keep their homes up and there won't be as much trouble as there is when someone moves into a neighborhood that is all-white and just one Negro. That's the type of thing that hurts. But if you get enough housing, places for people to live who can afford to live there, I think that you will find that the children will be going to the school and some of the problems will solve themselves; maybe not all of it, it probably won't correct all of it, but it will solve some of it.

All these programs help, in a way. There is not any one program that is going to cure it. I don't believe busing is the answer. I never did think busing was the answer, but it's one way. Triad is another system. Open enrollment is another.

Some people have suggested doing away with the inner-city schools. We have a lot of money invested in inner-city schools. We have two or three new inner-city schools. Should we just close them up and send the children to all the outer city schools?

Personally I don't think this is the answer either.

Mr. Glickstein. What further steps do you feel the board must take to carry out its 1963 resolution?

Dr. Cerulli. Well, I think we are heading in the right direction. We have studies being made by the State Education Department. We have studies being made by the University of Rochester in cooperation with the Board of Education.

We have ordered the superintendent to do something about integrating all our elementary schools. We have different programs that we have brought to the Board of Education in February. We hope to study them and go over the ones that are more feasible and see which plans are best to use, which are educationally sound, and then try to implement them within the next school year.

Mr. Glickstein. Mr. Goldberg, will you please state your full name, address, and title for the record?

Mr. Goldberg. Herman R. Goldberg, 105 Beckwith Terrace; and my position is Superintendent of Schools for the Board of Education in the city of Rochester.

Mr. Glickstein. How long have you been superintendent of schools?

Mr. Goldberg. Three years and three months.

Mr. Glickstein. And you were with Rochester school system prior to that?

Mr. Goldberg. Yes; this is the beginning ot my 19th year at the central office of the Rochester Public Schools. The last three-plus as superintendent.

Mr. Glickstein. Mr. Goldberg, the Commission has, in the last 24 hours, heard a great deal of testimony, largely from members of your staff, about the various steps that have been taken in Rochester to reduce racial imbalance, such as open enrollment, Triad, and the suburban-urban plans. Would you care to comment further on what has already been said or add anything to the testimony of your staff?

Mr. Goldberg. Yes. I would like to, but at the outset I would request a favor of the Commission. And that is, in keeping with the message delivered to the staff of all the teachers and administrators of the Rochester schools last Thursday, I would ask that you not use the word "progress", when you question me.

I have instructed my staff to talk about all the things we have done as assets towards the goal but with many deficiencies yet to be overcome, we need to forget the word "progress" toward elimination of racial imbalance. I think the use of the word and use of the concept may tend to make some people feel more content than they should, and so I shall try to refer in my comments to the things that we have done as assets towards the goal and deficiencies yet to be overcome and I would request that I not be asked to comment on progress.

I think the Staff Report factually is correct. We have had a chance to see it and many members of my staff have assisted you and many members in the community have assisted you in preparing the report.

Your staff has done a fine job in collating the data, but your Staff Report hardly registers the flavor of this community from June 14, 1963 until today. So rather than repeat any of the testimony that members of my staff have given I should like to trace quickly, and yet comprehensively, some of the flavor that has been in this community to help you understand the assets we have been able to achieve to date, the deficiencies yet before us.

In the first place, I think—I want you to know that the report that was sent to the Commissioner of Education on the last day of August, 1963, was not my work alone. On June 14, when that message came, I had but one week left to work with all the principals of the schools and all the central office staff, and so, at a time when generally after the last staff meeting is held, people are either winding up their school affairs for summer vacation or those who are on 11 months' duty are beginning to prepare their summer curriculum work, I called back into session 135 people to review many of the recommendations sent to us by the Monroe County Human Relations Commission and to review a rough draft of the report to the Commissioner.

At the same time, members of the Board of Education assiduously worked with me in the preparation of the report. Intermittently during July and August of '63 members of the board took their much deserved vacations, short, to be sure, but yet they were out of the city. Portions of that report completed during their absence were sent to them for their editing and suggestions, major parts of the report were read to one board member over the phone in a conversation that lasted more than two hours, and good suggestions were forthcoming from that board member to incorporate.

What I'm saying, then, is that the report which you have seen, the original report and the report which this community has seen since many copies were placed in each branch library, represented the great effort of almost 150 people coming at a time when most people were preparing for leisure activities and at a most sad time in the history of the Rochester schools since the immediate past superintendent had just passed away. And because of retirements for age and service and opportunities in other cities, the full staff of assistant superintendents of the Rochester schools was depleted. With just a few of us working together with the board, we tried to get all our ideas together. So much for the flavor of the initial report.

I think, too, we entered our task with the same feeling that the Supreme Court had indicated in its most important decision, that those, only those without humility would have easy solutions for so complex a problem as school segregation. And we weren't in the scheme business. We weren't in the dream-up-a-plan business in 1963. We were trying to examine all parts of the problem. And so to the Commissioner we sent a very comprehensive report which had seven administrative proposals of study and 11 interpretative proposals of study. We decided that rather than just indicate: here was a way to move children logistically, we had to find out what we were doing, and so the staff and I working together developed 11 kinds of proposals, exchange visits; increasing motivation for careers as office workers; improving parent understanding; preschool programs; adequate housing for teachers; and I am referring to Negro teachers.

Increasing knowledge; expansion of in-service education, involvement of the teacher education institutions; the commissioning of original plays on the theme of the Negro in today's society; the closed-circuit television system for the schools; and the Monroe County Vocational Education Survey.

Every one of those proposals has been instituted and followed through. The one over which we have no control, adequate housing for Negro teachers, is still being battled with the Rochester Teachers Association Housing Coordinator, Miss Florence Jacobstein, doing a yeoman's job in getting help for teachers coming to this city but who refuse to live in a slum.

We have lost some excellent teachers who are satisfied with our school system, with our pay schedule, with our instructional concepts, but when they cannot obtain good housing they leave Rochester.

I was most sad to have the report this summer that several excellent Negro teachers did not stay with us after signing their contracts when they could not find a clean, decent place to live. And so these interpretive proposals have been completed, they are in motion, and we have had many benefits from them. The seven administrative proposals, the Princeton Plan, the Junior High Plan, changing feeder patterns, site selections for new schools, closing No. 3 School, open enrollment, and the central school system concept have been studied by staff committees.

We have many reasons why some of them have been implemented to certain degrees; why some have not as yet; why some may not be sound for Rochester. This was part of the flavor then in Rochester, New York, from June 14 to September 1, 1963. There then followed a series of in-service meetings with principals and Central Office staff because it was my feeling that if the school board and the superintendent had a commitment for integrated education this would fall on deaf ears in the classroom so far as our teaching staff was concerned, among those who didn't have the commitment if there wasn't the added support of commitment by the building principal and the Central Office supervisors. And so at each of our administrative and supervisory meetings a considerable portion of the time and of the agenda was devoted to many specific teaching projects where I, guest speakers, others from this community and from other cities, use of films, and so forth, pool talent and service to try to improve the understanding of all our staff.

I am not that naive that I believe that an order from a commissioner can change the lifelong feeling of many human beings. And I am well aware of the fact that each one of us, each human being, grows up with the sum total of all the strengths and the weaknesses and the taboos and the inhibitions and the desires to move forward and the desires not to move forward in this difficult area based upon what his parents and his grandparents have given him.

Many of these people who didn't have the commitment yet have been declared teachers who can provide effective programs, and so one would hope that particular employment with the city school district implies the same commitment that the superintendent and the board has.

But one cannot guarantee this. So, as the teacher of the community, not just the superintendent of the community, I felt it was my job to do all possible to begin a teaching campaign to try to break down whatever bias or prejudice I found. And so for a period of months during that first year while staff committees were working on the administrative proposals, the superintendent and his immediate staff were working with many of our teachers and principals on many other kinds of learnings.

We were quite specific about these. I shall just briefly use one example. I asked, for example, for all people on my administrative staff and among the principals to raise their hands if they belonged to the white race, if they were white, and almost every hand went up except for the four Negro principals and the Central Office staff who were Negro.

Then I asked one of those persons to come forward and, holding a piece of white paper in my hand and up against that person's skin, it was quite clear that very few had heard the story of Melanion and, hence, this sort of thing, which appears in the document, "Cliffs To Climb", the story of Melanion, was taught to adults. I am sure my principals knew the story of Melanion but maybe they hadn't read it for a long time and I think at that point the staff knew about the commitment of the superintendent and that he was going to move forward.

In addition to this, other superintendents of schools of the 40 largest cities of this country met in October of my first year as superintendent. We meet semi-annually and there superintendents from cities of population 300,000 and over, north and south, meet together for three days in what I consider to be the most important meeting I attend each year and we share problems, solutions, and there superintendents of schools, North and South, were advising each other about how to meet problems of staff shortage, integration, financial needs, curriculum change, pupil personnel problems, and so forth.

And I found a variety of feelings among the superintendents of schools about integration. I was a new superintendent and I listened very carefully. And I have continued to listen for a year or two but after two years I began to talk in that group because I felt there were some things that a sophomore superintendent could share with some postgraduate superintendents.

What I learned from those meetings and from press reports about the initial attempt at relieving racial imbalance, namely, open enrollment, was that it wasn't working anywhere. When the Board of Education on November 16, 1963, passed unanimously a resolution directing me to prepare administrative regulations to institute open enrollment, I was determined that it was going to work, not to fail.

I analyzed why open enrollment had failed in many other cities and there were two basic reasons: one, the transportation costs became a burden for the family. This was not necessary in New York State, because finally, after many years of being the stepchild, the cities were afforded the same reimbursement, namely, 90 percent, for transportation over a mile and a half, as the ex-urban and suburban districts were getting. So, with 90 percent of the transportation cost covered by the State, I felt that a 10 percent burden locally was not too much to ask.

Secondly, I found that most open enrollment programs suggested in this country failed because the burden was placed on the parent to walk to the school and up to the counter of the secretary or the principal and to say, "I want open enrollment," to say it verbally, to come and make personal application. And I vowed to eliminate both those hurdles. So, we set forth to develop our plan, and the plans that were described by Dr. Rock and Mrs. Young yesterday took a long time to develop because I was trying to combat the frequent statement which was repeated in this courtroom many times, falsely, and one that has been made by sociologists and anthropologists that the tendency is to recommend only your best all the time.

And I was the personal architect of Plan C, which said, and Professor Rankin, you commented yesterday about the meaning of the phrase, "intermittent apathy". We have been told by the sociologist for years, but only until the last three or four have we been shaken to our toes—we have been told that many Negroes have a great deal of potential but because of this apathy towards living, towards their families, towards the hopelessness, they never show it, and so Plan C said that any principal who has in his building a child who represents this kind of youngster whom the psychologists have been telling us for a long time has it but it hasn't emerged yet, we will keep him in a modified program, should be recommended.

And 94 of those children were recommended whose parents also signed up under Plan A, and so different in this community, was, one, that we sent a letter to each parent, we made it easy for them, we provided the transportation. We provided matrons on the buses so the bus trip would go more smoothly. We provided lunchroom supervisors and we made it possible for some children with less hope than others would recommend to have this chance.

To my knowledge, no other open enrollment program in this country had a Plan A, B, and C built into it before it started.

The press of this community did a survey of open enrollment shortly after 1,500 returns were announced and they discovered that even in the large city of New York in its first year of open enrollment, ours, the total number of acceptances, exceeded theirs by about 800, 1,500 signing up for it in the small city of Rochester, about half in the city of New York in their first year. So this meant something to us, it meant a great deal. The letter which we sent to parents on open enrollment was couched in readable language. It was couched in terms that were non-legalistic. I was criticized by a member of this community over the telephone that the letter talked down to parents. The letter said, you will recall—and you had a copy of it—some people have indicated that they would like their children to go to a school where there were more white children.

The complainant indicated that this identified virtue in going to school with white children, that it was really better. And I admitted that we could do better in the letter. I invited this complainant to my office. An appointment was set. He was going to help me revise the letter. He did not appear at the appointed time.

A second appointment was made for this complainant to come. He did not appear at the second appointment. We went ahead and we revised the letter ourselves.

I would say, too, that I have always been challenged to try to indicate in as simple language as possible, plain talk, the kind of directives and messages that I would like to get over to parents. Perhaps I was inspired somewhat by the writings of Thomas Jefferson, who on September 9, 1817, wrote a letter to Joseph Cabell, the co-founder of the University of Virginia, in which he was complaining about the verbose style of statutes that could be untwisted only by lawyers.

One sentence only:

"I should apologize perhaps for the style of this bill which I have initiated," says Thomas Jefferson.

"I dislike the verbose and intricate style of modern English law. And in our revised Code I endeavor to restore it to the simple one of the ancient statutes. These are the kind of bills I like to draw. I suppose this reformation has not been acceptable and you can correct it but why do you make every other word say, 'aforesaid' or why do you say things three or four times so that nobody but the craft can untwist the diction?"

I am guilty of writing a letter to the parents which was so well understood that 1,500 answered it and I'm always ready to learn from members of the community who help when appointments are made; it is nice for the community to keep them.

I would say that the open enrollment program, as Dr. Rock described it, went along exactly, as you heard. Large numbers of children signing up, the weekend of intimidation, the cutback, the children enjoying it, the parents reporting that it was a very successful program.

Now, from that point on, the board moved to accept my recommendation that we try the Triad plan, and some have indicated that that plan has no merit but that plan had a great deal of cognitive merit because I think for the first time some 6,000 people in the nine schools representing the three clusters got a personal letter from the superintendent which suggested that they sit down with their families, with the children and review which school the youngster would like to go to.

And I would suspect that questions were raised at the dinner table such as, "Why did the superintendent write to us?"

"I go to such and such a school. Why is he suggesting that I go somewhere else?"

If I had been able to sit in the corner of those 6,000 homes I would have been delighted to have heard some of the conversations because I suspect that there we had the full gamut of acceptance, question, prejudice, bias, concern, fear, flight, all of them.

But what it did do was to indicate that boundary lines between schools were not sacred, that we were beginning to make a larger home school district possible.

And when 159 children did change, then some people say this is an insignificant number, but I think the other factor should also be added. I do believe a good proportion of the 6,000 people discussed it with their children and I think, as a teacher of this community, that was part of my role.

The board moved forward with other suggestions. All this time while the administrative proposals were being put into effect, we were working on the interpretative ones and you heard Mr. Gross talk about his trans-urban conferences; you heard him talk about his exchange visits. All these things were going on. The typewriter loan program, where youngsters were given a chance to take portable typewriters home for a full year to help in their English, to help prepare them for careers in the business world; I would indicate, too, that the employment of additional teachers each year from 1963 to 1966 brought about the increased need for in-service education. Working closely with the University of Rochester, State universities at Brockport and Genesco, we kept impressing them with the importance of adding to their curriculum either special lectures or special courses or special staffs to make certain that teachers coming to us had more exposure to techniques in working in urban centers. This was a gradually-built up program but it has been very successful, leading to very close relationships right now.

Mr. Bickal commented on Title I. I would say that the record shows that half of the money made available to us under Federal funds is being used for pupil transfer plans or towards integration. Half of that money, and there is a great deal of ambivalence, I'm certain, in the Federal area because they want money spent for integrative purposes, at the same time they want money spent for compensatory programs. We are at a great disadvantage when a rule book is written indicating that the level of poverty shall be $2,000 for determining the local formula and then having it changed to $3,000, but without increasing the kitty, and then being told, "We forgot the Indian children." So, in my testimony before the Perkins Committee last May it was important I think to point out that we need substantial and enduring funds to work on this problem.

Promises followed by the arrival of funds are good. But then when the rule book is changed in the middle of the game and the incentive grants which would have netted us $3 million in this community didn't come, and when we were cut back from $1.9 million to $1.6 million, when we had made commitments, my staff and I need extra help to understand why we can't have substantial and enduring assistance.

Mr. Glickstein. Mr. Goldberg, you have listed some of the assets toward the goal that the Supreme Court set in 1954. Do you believe that the steps that have been taken by your board since the beginning of 1963 have been successful in alleviating racial imbalance?

Mr. Goldberg. I think the first asset of my Board of Education is that they have done nothing from which they have had to withdraw.

Secondly, my board has done nothing from which, on which, they have had to vacillate, and I think those two ingredients are quite important for a community.

When a board and a superintendent waver, I think confidence in the community and in the superintendent wavers, and so while I have respect for many groups and individuals who would like immediate integration, and understand their reasoning, I do believe that establishing readiness for the community is quite important, just as it is important to establish readiness for learning in children, and this is why successful steps carefully planned and, hopefully, skillfully executed, and followed through and evaluated, are quite important.

Mr. Glickstein. Mr. Goldberg, our Staff Report indicates that the sending schools under the open enrollment plan are now more racially imbalanced than they were when the open enrollment plan was put into effect.

Do you believe that under the present open enrollment plan predominantly Negro schools can ever be effectively desegregated?

Mr. Goldberg. I think the rate of increase of Negro residents of this community is going to continue and I think that as the residential patterns continue, we will not be able to keep up with this under open enrollment. I believe the responsibility of the schools to demonstrate a certain part of society's wishes has been executed as one of our assets, and that is the improvement of racial balance in many schools. You heard testimony yesterday about the value of thousands of children getting their first experience with Negro children, and how important it was for a staff member to have said that he hopes that the white children in these schools will not grow up to be the adults who will call him or me or our successors in school administration and say "I don't want my child to go there; there are too many Negroes in that school" and I also hope that the white children in the receiving schools who will grow up to be in many cases the personnel directors of our companies and men who will declare in such ways as to make decisions for many Negroes come true, that they will declare in the right direction and because of this school experience that they will assist the children of the future.

But you are absolutely right, Mr. Glickstein. I do not believe that open enrollment as it is now constituted can reduce racial imbalance in the sending schools. It can improve racial balance in the receiving schools.

Mr. Glickstein. You have just said that you feel that open enrollment has been valuable because it has exposed white children for the first time to Negro children. You have also said that one of the assets of what your board has done is that it has taken the burden off the Negro to come down to the board office and request open enrollment or request a transfer. But don't you think that to try the open enrollment plan as well as the West Irondequoit plan does put the burden on Negroes to desegregate, to achieve integrated education?

Do you think that's fair?

Mr. Goldberg. I believe that one of the first steps that society does take is to try to alleviate the oppressed, and I think this is what we are seeing in this phenomenon.

If we could have demonstrations of the kind of quality integrated education, as many speakers here have testified to, including Dr. Shapiro and others, I think it would be perfectly logical for all children to attend a good school in a neighborhood that is acceptable to all people, where the teaching staff, instructional materials, methods would reach out to meet the needs of all the children. I do believe this is the goal toward which we should work, yes.

Mr. Glickstein. Do you think that any voluntary desegregation plan can work, and by this I mean, do you think that any voluntary plans can bring the schools of Rochester in line with the desegregation policy of the State of New York?

Mr. Goldberg. I believe that skillfully planned and with the help of the full community it is possible in this transitional period to have demonstration programs on a voluntary basis if people really mean what they think and what they say. I think it is possible in this interim period to have a number of such plans demonstrated and evaluated in this city and in other cities.

I believe this is a transitional phase that may be of great importance to this country.

Mr. Glickstein. Mr. Goldberg, would you care to comment on the desegregation proposal made by Mr. Bickal a little while ago?

Mr. Goldberg. I think the desegregation plan proposed by Mr. Bickal will go into the hopper with several dozen others that other board members, previous board members, future board members, citizens of the community, future staff members, present and past staff members have and will make.

I do believe that every time an integration scheme is proposed we must think very clearly about the logistics, the finances, the importance of the program to the children, and whether or not it makes it possible to have a program that is really good for children in all its aspects. I think the oversimplification of any plan is its greatest danger and I do believe that it is incumbent upon the administration to take suggestions from a board of education and from the community, and to look at them carefully and try to evaluate every facet of it, and I believe that there are some plans that might again in the transitional period be important to demonstrate, and I do not believe that a plan where children change schools every two years without deep and intensive study is one that I am ready to say is truly workable. A former board member of the Rochester public schools in our informal discussions three years ago talked about a 2, 2, 2, 2, 2 plan.

Mr. Glickstein. You, a moment ago, if we may go back, mentioned an interim period. What is this an interim between?

Mr. Goldberg. Well, I think it's a period between the great uproar and concern, marked heavily by legal action and the present period of understanding that the courts generally will not oppose a plan conceived properly, that is not arbitrary or capricious.

And I think the readiness of a community to accept other steps has had to await a portion of this interim period of the legal encounters, and I believe it is quite clear now that the courts will support plans that have the characteristics I have just mentioned.

Mr. Glickstein. Have you considered plans which would involve bringing white children into predominantly Negro schools?

Mr. Goldberg. Yes. There were two such plans. First, in January of 1965 I proposed at the City Club of Rochester an educational complex in the Third Ward Renewal Area in which a school then known as the World of Work School—perhaps it will have other names—people have begun to call it the World of Inquiry School—a school in which economic education brought to the elementary grade levels would become a magnet, would become a school so interesting and so experimental and without any home zone lines, that we would hope to attract 800 children from all of the city and from the suburbs.

To implement this plan, we applied for a Title III grant under the Elementary and Secondary Education Act. It has been received and, as part of it, it has come under the umbrella of the Center for Cooperative Action in Urban Education which Dr. Shapiro heads.

The University of Rochester, in joint partnership with us, plans a teacher education wing on the World of Inquiry School and it is hoped that there will be children from all parts of Rochester and from all of Monroe County.

I have here a stylized diagram of that which I should like to present to the Commission.

Mr. Glickstein. Mr. Chairman, may we introduce this into the record as Exhibit No. 10?

Vice Chairman Patterson. So ordered.

(The document referred to above was marked Exhibit No. 10 and received in evidence.)

Mr. Goldberg. The Third Ward Urban Renewal Area has been extended by the section of Main Street West, Reynolds, Troup and Ford, which you see on the map on the top of this packet.

In this complex over to the far left on the corner of Reynolds and Main the Board of Education has long requested the city to take the offer of the old Rochester General Hospital, which has moved out from that site, to erect the new Central Headquarters of the Board of Education, replacing our present 93-year old building.

We are hoping that that will be approved soon. It is important to note that in our feeling about erecting a new central headquarters of the Board of Education in the heart of the inner-city, that we are demonstrating what many of us feel is the greatest symbol of love and affection and desire to be close to the problems of urban education and to be near many of the people who want to communicate with us more completely.

Mr. Glickstein. May I just interrupt to ask whether your proposal has been accepted favorably by the Negro community?

Mr. Goldberg. I have had no communication from anyone in the mail or in person about lack of interest in the use of this site for the Education Building.

One local radio station has taped from time to time comments of one protester to this plan. I have had no written communication from anyone.

Mr. Glickstein. From your own knowledge you don't know whether any of the civil rights groups in town oppose this plan?

Mr. Goldberg. I have had no communications, in person or through the mail, from any civil rights group about opposition to building a board of education headquarters in the center of a Negro neighborhood.

Directly to the right you see a resource demonstration center, including a new elementary school, a World of Work School with a University of Rochester Teacher Training and Research wing attached to it, and then to the right of that, a proposed new vocational technical school.

I offer this as illustration of our desire for more than a year to develop a way in which we can have so attractive a school that we hopefully can draw children from many parts of the county.

Directly after the presentation of this idea I had several inquiries from people living in the suburbs asking when applications would be accepted.

Another thought about sending white children into schools in Negro neighborhoods was developed last spring.

I felt that as the Board of Education directed me to plan for desegration of all our elementary schools, that it was important to continue a program of getting this community ready for this plan. So, I arranged a meeting with the civil rights groups of this community and the Board of Education. I invited the members, the officers of the Urban League, the National Association for the Advancement of Colored People, the Monroe County Human Relations Commission, Congress of Racial Equality, FIGHT, Friends of FIGHT, members of my board, the PTA Council, and the officers of the Rochester Teachers Association to a meeting in my office, to discuss with them another transitional program which I felt merited discussion.

I should like to tell you about that plan at this time if I may.

This map is an enlargement which was used in a series of three television programs in this city. It is an exhibit that is in the office of the superintendent and I brought it here for, hopefully, a very clear picture.

You have known about the two census tracts, the Third Ward, and so forth, where many of the Negro children are living and going to school.

You have heard about the Triad Plan, and I think the origin of that was because in the unequal land available to each school district it was quite evident to me and members of the staff that for geographical reasons, natural barriers, streets, railroad tracks, hills, highways, when the school districts of Rochester were set up five or six decades ago, that some schools in more crowded areas were built closer together, and so here are three school districts—11, 25, and 27—which collectively occupy less area than all of 43 district—all of 41, all of 49—so in this situation childre nattending three schools really had less play space, less open area, than children in other parts of the city.

Similarly, in this triad, Schools 8, 20, and 22, these three schools are smaller in size than districts 43, 41, 49, and, in some cases, Number 1. In the third triad, the cluster of schools, 16, 19, and 29, these three schools occupied less area than several of our other districts.

And so, looking at our six inner-city schools and being aware of urban renewal plans to do away with Schools 3, 14, and 9 because of their age, it seemed important to try to discover, if we were to have a plan whereby white children were to be invited to come to schools in the inner-city, to find two schools that were in many ways the same or better than any other school in the city as to area, newness, modern equipment—I'm sorry—not equipment, because all our equipment is modern.

I will, parenthetically, indicate that the gentlemen who spoke about battered books spoke out of turn because battered books don't exist in the Rochester schools, and that when we had old books, they were boxed and sent to Georgia, Alabama, North Carolina, South Carolina, Florida, Mississippi, for many years, free of charge.

Our storehouse has had a history over more than two decades of sending our older books, in many cases good books, books that have been replaced by newer editions have been sent to the Southern States.

We don't send battered books to the school children here. We regret we had to send them to the Southern States. We didn't have to but through contacts that earlier administrations had over the years barrels and barrels and boxes and boxes of books have gone to other parts of the country from Rochester. And so there were only two schools——

COMMISSIONER GRISWOLD. Where are we now on that map?

MR. GOLDBERG. All right. Right here. Right about here.

COMMISSIONER GRISWOLD. Now one further question:

On all these maps of the city there is an area to the north up to the lake, which is not a part of the city. Can you tell me about that? What is that?

MR. GOLDBERG. This is a very sad story. Nathaniel Rochester, the founder of this city, built the city at the cataracts downtown. He did not go to the lake and build the city. They got to the lake later. Nathaniel Rochester was the postmaster of Hagerstown, Maryland, who founded this city but didn't go to the lake the way they did in Chicago and Buffalo and Duluth and so we are a city of 300,000, perhaps, instead of a city of 600,000 or 700,000. All of this area was forgotten when the city of Rochester was incorporated. There are two waterfalls right downtown where the power of the water enabled the flour to be ground and we had bread. But we didn't have enough foresight to build our city at the lakefront and so the complication of the Rochester city schools is great. We have a Northwest Passage, Charlotte High, 38 School, 42 School, 41, all belonging to us. We own Culver Road. This is one street out to a park. This doesn't belong to us and this doesn't, but we have got to clean the snow off this street because it is Culver Road and this is owned by the city. There are many legal problems that are troublesome to us.

VICE CHAIRMAN PATTERSON. Is that entire area West Irondequoit up there?

MR. GOLDBERG. Everything here is West Irondequoit.

COMMISSIONER FREEMAN. The area in blue? Is it the city of Rochester?

MR. GOLDBERG. Yes, everything in blue is the city of Rochester.

COMMISSIONER RANKIN. Is it utterly impossible to extend the city boundaries?

MR. GOLDBERG. The city manager's phone number is—and the county manager lives near this building.

Well, of the six inner-city schools not to be replaced by announced urban renewal plans were 2 and 6. No. 14 School in the path of a new Northeast Loop development program was to go. No. 9 School in the upper Genesee Falls is to go.

No. 3 is to be replaced, and this Board of Education went on record in writing saying that we would not approve the replacement of a school in its present location if it couldn't be guaranteed to us that it would be an integrated school.

So of these six schools, No. 2 and No. 6 had the play space; the open area; the kind of housing around it. In many ways I felt it was worthy of an opportunity to present to my board and to the civil rights groups to consider an additional transitional program.

How would it work? No. 2 school, Clara Barton School, a new, lovely, spacious, wonderful school.

No. 6, the Dag Hammarskjörld School, School No. 6, new, lovely, wonderful, good play space; trees; grass; playgrounds; excellent facilities, I felt were the two targets. I also looked at the other parts of the city where I could hope to interest 600 people or parents of 600 children in sending their children to 2 and 6. So we tried to look at the logistics of this. First, I selected Schools 52, 46, 1, and 23. They had had some experience with open enrollment. They were our middle and upper middle class people. There were many, many people in this district who had been pressing for instant and complete integration.

So, arbitrarily, we look at this district. In order not to be considered setting this up as a target we looked at the northern part of the city. And then including the part around the University of Rochester and the southwest, we took these three sectors and we tried to say if we could set a goal of 200 children coming from these four schools, 200 from these five, and 200 from these five, 600 in all, we would then take 600 children out of Nos. 2 and 6, almost all Negroes, and exchange them with these pupils.

The principals of these two schools had formerly served as principals of this school, (indicating No. 46), and No. 7 School—respected leaders, experienced principals.

We were going to put in many extra services, at least on paper we planned for many additional services. We knew it would cost a lot of money but I felt it was worth a try as another transitional, readiness program, voluntary, to enlist the aid of religious leaders, business leaders, through my own efforts and the efforts of the staff and the board, to go out and sell this program as an additional voluntary program.

The Board of Education asked me in the planned meeting with the civil rights group to present it. I did. All the groups I mentioned except FIGHT and Friends of FIGHT appeared at that meeting. When I presented the plan I regret to tell you that while I fully respect the desire and the ambition of all community groups to have more rapid and complete and compulsory integration, I think the civil rights groups and other groups in this community missed an opportunity for us to try a demonstration of this kind. The World of Work School idea and this one, Mr. Glickstein, are my responses to your question, "Have you any thoughts about having white children going to school in a Negro neighborhood?"

Mr. Glickstein. What was the position of parent-teacher associations on this plan?

Mr. Goldberg. The Parent-Teachers' Association felt that—I can't remember their exact feelings, but that it might bring flight to the suburbs and voluntary plans would not work.

Vice Chairman Patterson. Am I to understand, then, that this plan did not work?

Mr. Goldberg. This plan was never announced publicly. This plan was shared with members of my Board of Education who encouraged me to present it to all the civil rights groups of this community. I did, at that meeting. As I say, I respect their right to have rejected it because they want things faster and more complete. This I think we could have done feasibly with the financing and the extra services.

I think we could have done it. It would have taken a great deal of work during the months of June, July, and August, but I think during the period of time while the Center on Urban Education of New York and the Center for Cooperative Action in Rochester and our staff were working on the plan for the total desegration, this may have been another demonstration. It may not have worked. I do not know. It may have been a deterrent to the other one but it was workable, I believe, and I respect the right of people to say this is not a good plan.

I do believe, however, they have missed an opportunity.

Vice Chairman Patterson. But you did shelve this plan because of opposition from both sides. Is that correct?

Mr. Goldberg. There was complete opposition around the table on this plan.

Mr. Glickstein. Both sides? PTA's also?

Mr. Goldberg. There were four sides of the table and nobody in the room liked the plan. Nobody.

Mr. Glickstein. Including the PTA groups?

Mr. Goldberg. That is right.

Mr. Glickstein. I have no further questions.

Vice Chairman Patterson. Dean Griswold?

Commissioner Griswold. You made some reference, and there has been previous reference in connection with the existing open enrollment plan, to the weekend of terror.

Can you tell us a little about what happened?

Mr. Goldberg. I have heard reports that from the 638 to 678—I can't remember the exact number—children ready to go on Monday, February 3, we lost 138 and we had about 500 go. My understanding is that individuals in cars drove through certain neighborhoods of our city and through whatever techniques they devised, indicated to children and parents and others in the area that it would be advisable for the children not to go on the buses on Monday, February 3rd.

I did not see these groups. I have heard from many sources that this did happen but we were greatly shocked at the board when we had about 638 acceptances, to have it drop 138 over a Saturday and a Sunday.

Commissioner Griswold. What do you mean by "indicated that it would not be advisable?" That sounds like a euphemism to me and I would like to know what you mean.

Mr. Goldberg. I do not have any knowledge of specific words about the fact that children's safety might not be guaranteed. I cannot tell you that. The reports that have reached me were summarized by the word "intimidated"—and it was suggested that they not go.

I can't tell you what the form of the suggestion was.

Commissioner Griswold. Was there any violence, any paint-smearing, any throwing of explosives?

Mr. Goldberg. There was none, to my knowledge. It may have been a much more subtle kind of campaign.

Commissioner Griswold. Did the city officials or the police do anything about this?

Mr. Goldberg. I do not know, because of its nature of nonviolence, but perhaps in its quiet subtlety, no policeman may have known what was happening.

Commissioner Griswold. After the 500–plus more or less persisted and went through with the open enrollment, did they encounter any intimidation?

Mr. Goldberg. On the first morning of open enrollment members of the staff deployed themselves at various pickup spots and receiving spots. In one area of the city the collection of a few mothers of white children, quiet but observant, and one or two fathers with Polaroid cameras taking pictures of the children and using them in evidence in the court trial in the open enrollment trial of *DiSano* vs. *Storandt.* To my knowledge the only disturbances—they were not disturbances—occurrences, were clustering of white mothers across the street from the school with some fathers with cameras.

To my knowledge, there was no jeering, there was no pushing, there was no throwing, and there was no violence.

COMMISSIONER GRISWOLD. Since the institution of open enrollment as far as you know, no students have been withdrawn because of intimidation. Is that right?

MR. GOLDBERG. That is correct, to the best of my knowledge.

VICE CHAIRMAN PATTERSON. Mrs. Freemen?

COMMISSIONER FREEMAN. Mr. Goldberg, with respect to the 138 parents who changed their minds following that weekend, I would like to ask if you or any member of your staff interviewed those parents to find out why they changed their minds.

MR. GOLDBERG. No. I think that the fact that open enrollment moved forward and we filled up those places as quickly as possible indicates that we weren't giving up but I do not know whether Miss Kenney or Mrs. Young or Dr. Rock or Mr. Tkach, four people who worked with me, interviewed those. That's a very good question and I think we should know it.

COMMISSIONER FREEMAN. The question of threat and intimidation had been brought to your attention?

MR. GOLDBERG. This is correct.

COMMISSIONER FREEMAN. But, as far as you know, nobody did anything to find out what actually happened. Nobody as far as the Board of Education?

MR. GOLDBERG. To my knowledge, no. There was in this community a temporary organization known as We, the Majority. And that group, or certain individuals purporting to belong to the group, made certain addresses at various places and I do believe that that group may have been involved, perhaps with others, in the intimidation weekend.

COMMISSIONER FREEMAN. Dr. Cerulli, you made the statement that you believe that the solution to these problems was a community problem, community responsibility. Would you tell us a little bit more about what you mean by that?

DR. CERULLI. Well, it was the impression with the board previous to this one when our one member happens to be on that same board, that the problem was a school problem and I felt that it wasn't a school problem. I felt that all the agencies in the city, the community, all the citizens, everyone should get in on this problem. I thought it was more or less a problem that everyone was involved in rather than just the school. I figured the school——

Commissioner Freeman. Would you name some of the agencies that you think have some responsibility?

Dr. Cerulli. Well, I thought the Real Estate Board of Rochester, the Bureau of Municipal Research, probably the Zoning Board, the School Board, the city government, everyone in the city.

Commissioner Freeman. Mr. Goldberg has stated that some of the Negro teachers did not come to Rochester because of inability to find housing. In the Staff Report it is stated that there are 1,999 teachers, of whom only 120 or less than 6 percent, are nonwhite. Is that correct, Mr. Goldberg?

Mr. Goldberg. I can give you that figure. There are 120 nonwhite teachers in the Rochester schools. Eighty percent of them, or 96, live in the city; 20 percent, or 24, live in the suburbs. Of the 96 who live in the city, 37 percent live in the core of the city, in the areas of Schools 2, 3, 4, 6, 9, and 14.

Thirty-three percent live in the periphery of the inner-city; 19, 29, 17, 27, 31, 15 and 13; 28 percent live in the outer perimeter; Schools 49, 16, 23, and so forth.

Commissioner Freeman. I think we will agree that this is a distressingly low number. Is that right?

Mr. Goldberg. Well, we are distressingly concerned about the availability of qualified teachers and inherent in that statement must go my equal distress at the non-availability of qualified Negro teachers. We look for qualified teachers. We don't look for qualified Negro teachers.

In our search for teachers we interview and we employ many Negro teachers. As I said earlier, we are distressed when those we do hire come and at the last minute because of housing do turn away. But I would say that our personnel department has made visits to hundreds and hundreds of colleges. We have gone to Hampton Institute and several other Southern colleges, Fisk, and others, and we have had good success in employing Negro teachers.

The number of these visits to other States has stepped up in recent years and we are proud of the asset of having Negro teachers come to Rochester and we hope we can find more.

Commissioner Freeman. Several statements have been made indicating racial discrimination in housing in this city. It was my understanding that New York State had a law prohibiting racial discrimination in housing. Is this correct?

Mr. Goldberg. I believe it does, yes.

Commissioner Freeman. And, Dr. Cerulli, you indicated some agencies that had a responsibility to the community in alleviating the conditions. What positive efforts have been made to assure equal opportunity in housing?

Dr. Cerulli. Well, I don't know what steps the Real Estate

Board—I believe the Real Estate Board of Rochester has taken some steps to correct the housing situation. I think they have had some laws enacted, local laws. As far as any other agencies, I don't know.

COMMISSIONER FREEMAN. Well, I'm concerned about the teachers that Mr. Goldberg referred to who did not come because they couldn't find housing. Did anybody?

DR. CERULLI. I know some that did come here and taught in some of the high schools in the outer-school system districts, who left the school system because they had to come too far to teach in that school. They couldn't get any housing in that area, in the vicinity of the school they were teaching.

They would have to go back in the Third Ward, probably, from the other end of the city because they couldn't get housing within the school district itself, so they left the school system probably in the middle of the term.

MR. GOLDBERG. Another problem we have, if I may interrupt, Dr. Cerulli, is that other city agencies somehow like to employ many of our Negro teachers in important positions.

For example, the present Deputy Commissioner of Public Safety, Mr. Laplois Ashford, was a teacher at Benjamin Franklin High School, later transferred to Monroe, but he left the city to do other work and then came back. Mr. Loftus Carson, director of the Monroe County Human Relations Commission, was also a teacher in our system and Mr. Blake, an assistant to the Director of the Human Relations Commission, was another teacher.

We have lost some of our Negro teachers to the suburban school systems. This is all to the good. If a suburban school system wishes to employ an experienced teacher, one whom they can see in action here, fine, because this helps in the total metropolitan picture. But we are delighted when the teachers of our city—we are not delighted that much that we like to lose them, but when they move forward to important positions we certainly wouldn't want to stand in their way.

DR. CERULLI. And I believe the clergy took one. Dr. Whitaker spoke about that yesterday.

COMMISSIONER FREEMAN. Does the Board of Education have any plans to affirmatively recruit, just as you have proposed, limited open enrollment with respect to pupils? Do you have any plans to have an integrated faculty?

MR. GOLDBERG. Yes. Let me tell you what our thoughts are on that. As I indicated before, our personnel department has conducted interviews at Hampton Institute and Bennett College. We have kept in touch with 500 graduates of Southern colleges this year. The names of these 500 graduates were secured from a list prepared by the Committee on Civil and Human Rights and the Southern Education Foundation.

We have employed several of these. The New York State Education Department has sent to us a list of people who have been displaced from Southern school systems because of the integration. We have employed some of those. We plan to step this up, and as far as integrating the faculties is concerned, our distribution of Negro teachers, we feel is always worthy of another look but I do believe you will find that the distribution is helpful to try to reach the two goals that have been professed by several speakers, namely, to provide the model, the image for the Negro child and, two, to provide for the white child the idea that he can learn from Negro children.

You see, Mrs. Freeman, I have always felt that a teacher is in a very unique position to advertise his own profession. Children do not see lawyers or doctors or newspapermen or businessmen in their classrooms every day. They see teachers. We are probably losing an opportunity by not having the very, very best resources available to us to employ the best teachers and to retain them because a youngster working with an exciting teacher may want to be a teacher and so I think we have to take advantage of this unusual opportunity of the daily advertisement of our own profession before our own children.

VICE CHAIRMAN PATTERSON. Dr. Rankin?

COMMISSIONER RANKIN. Mr. Goldberg, I'm always impressed by the complexities of the job of being a superintendent of a large city school system and I gather from your testimony you believe that one responsibility of the school superintendent and the board is to lead the people as well as carry out their wishes.

Am I correct in that?

MR. GOLDBERG. Exactly. Exactly so.

COMMISSIONER RANKIN. Now has this been your most difficult problem since you have been superintendent? I know you have a lot of them.

MR. GOLDBERG. No. I think my most difficult problem is to separate the pressures and to know in which order to work on which one.

COMMISSIONER RANKIN. Can you tell me your decision in this matter?

MR. GOLDBERG. Well, the first pressure I have is to stay alive and to stay well so I can continue my work, and this is not said facetiously because of the burden of the office, not only here but in all major cities of the country.

There is only one superintendent of schools in each city. He can commune with no one. There aren't a half a dozen with whom he can consult. So after all the advice is in and after all the consultation is over with board and staff, he still has to decide in which order what will be tackled and prepare his agenda for his board.

I think in separating the pressures I look toward three things, and it is almost always a matter of deciding what proportion of the budget should go to improved instruction. What proportion to activities that are related to integration but are really sub-items under improved instruction and, thirdly, how to get enough money to pay teachers the money they deserve, because they are the most important people in the world and when you look at those three kinds of pressures they are intertwined, but those are the kinds of things that make superintendents feel that the days are sometimes quite unyielding but exciting.

I would say, too, that the greatest pleasure that could come to a superintendent is knowing that he has had time and maybe impact on some people to make them know that a difference is occurring in them and when a difference occurs in another person through the efforts of a third person, a second person, this brings great satisfaction.

And I would ask, in summary, unless there are other questions, I would ask the Commission to do something for the city of Rochester. I would like you to go back to Washington and give us an open account of $10 million so that we could accomplish what you have been hearing about in this courtroom.

Commissioner Rankin. Well, we will do our best.

One or two more questions, just with respect to your office.

Many of your decisions are a result of compromise,—am I correct in that?

Sometimes you don't get your way, exactly. Is that correct?

Mr. Goldberg. I do believe that much of life depends upon the ability to compromise, yes.

Commissioner Rankin. And yet the school superintendent gets blamed for whatever the policy happens to be, as yesterday I heard some testimony to that effect?

Mr. Goldberg. This is one of the joys of the office, yes.

Commissioner Rankin. Can I ask another question:

You gave some testimony with respect to the signing of contracts. I have been trying to run a department for many years and I find contracts are something that are binding upon me but not upon the teacher who signs. I have to live up to it but he can resign any time he wants to. If school starts on the 15th, he can resign up until the 14th. Is that correct in elementary and high school levels?

Mr. Goldberg. New York State requires a 30-day notice period on the part of the teacher and a 60-day notice period on the part of the school district.

Now from time to time because of staff shortages in nearby districts in this county or in other places, teachers decide that the grass is greener elsewhere and when they notify us about this on August 20th when school begins on September 7th, we get very distressed and we could call the Commissioner in Albany and ask for his license to be revoked.

We may yet do this, but I believe that requiring that teacher to stay the 30 days and to teach until September 20th wouldn't do the teacher or the children any good because we would have to get someone else.

This is one of the reasons why, hopefully, a metropolitan plan of teacher employment and teacher remuneration would be very helpful. I would, I think, be a marvelous step forward if each of the districts in Monroe County did not have its own ivory hunters and its own salary schedule so that people could come and teach in the Rochester area and have the opportunity to move to suburban districts, to urban districts, and to have different experiences after considerable length of time in an area where they get satisfactions and where they are serving with effectiveness.

COMMISSIONER RANKIN. I certainly agree with you.

One last question. You mentioned the 159 that transferred. Would it be possible, could it be possible that some of these transferred for other reasons than with respect to race? Could they have transferred because there was a good band director and I play the saxophone and he is a good teacher or something like that in the other school?

MR. GOLDBERG. Which 159 are you referring to?

COMMISSIONER RANKIN. Didn't you mention that they selected other schools?

MR. GOLDBERG. I'm sorry. You are talking about teachers?

COMMISSIONER RANKIN. Yes. No, was that teachers? I misunderstood you. I thought you said students.

MR. GOLDBERG. The open enrollment group, why they dropped?

COMMISSIONER RANKIN. Yes.

MR. GOLDBERG. No, I think when you are set to go to a school on Friday afternoon and you don't show up on Monday it has nothing to do with the saxophone or clarinet. It has to do with intimidation.

MR. TAYLOR. Some reference was made by Dr. Cerulli and others to the limitations on planning and flexibility that are imposed by building new schools in the downtown areas. We have all this new plant in the downtown area. Now, if we really want a policy of integration, why do we continue to build schools in the downtown area?

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Mr. Goldberg. Well, this is a very big problem. We have built no school in the downtown area. Yet the Federal officials, working closely with Urban Renewal officials here, have indicated in their plot plans that when housing is erected, attractiveness of housing is enhanced by having a school nearby, and so in the plans that have been brought to us there is a design of a school included for the Northeast Loop, the Southeast Loop, and so forth.

I might point out to the Commission that the efforts of the Rochester staff I believe were somewhat instrumental in bringing about a change in urban renewal regulations requiring that residents of an area that fill a new school must mount up to 80 percent of the total attending the school.

This seemed to us to indicate that one branch of the Federal Government was working against the goals of another branch of the Federal Government and the State and the local board. In other words, the urban renewal people were saying to get your full credit or your most complete credit for the city's contribution of ground where a school was going to be built, 80 percent of the children had to live right in that area. This was a regulation of Urban Renewal. At the same time the Commissioner of Education in Washington, the Commissioner of Education in Albany and our own board were saying other things. And so, with some action on the part of some of us here, I'm happy to say that we got that reduced 40 percent, which reflects some change in administrative regulations. I do believe that other cities have other thoughts about schools in the center of the city, in the middle ring, in the outer ring, and in the suburbs, and I believe no one solution for any one city will be a sound one for the other city.

I am impressed with the testimony given by a member of this community at a board meeting early in 1964 when that person said, when you take away a school from a neighborhood, it gives the impression that that neighborhood isn't good enough to live in any more.

Now that, coupled with all the goals we have for integration, has to be considered as we work with the Center on Urban Education and others in the next few months, to develop our plan for desegregating the elementary schools.

Mr. Taylor. You indicated that in a sense you are in a competitive situation with other school districts in this metropolitan area, with teachers and in other regards, and I gather also that the expenditures per pupil in the city of Rochester are rather toward the low end of the scale with respect to other suburban communities?

Mr. Goldberg. No, you are entirely wrong, Mr. Taylor. I asked my staff to bring some charts here on that. Your statement is commonly believed in urban centers throughout the country and by many people here but this is not so.

Here is a chart indicating the per-pupil expenditure of all the districts who responded to our request for this information. Two—Brockport and East Rochester—are missing but the other towns are here. Budgeted for this year, 1966–67, the city of Rochester is planning to spend $889.58 on each of the pupils.

The highest is Brighton with $1,066 and then you see Churchville-Chili, $799.

East Irondequoit, $938; Fairport Central, $834; and so forth.

Now, we stand in the middle of the county, we are not at the bottom. In a study just completed by the Research Department of the Baltimore, Maryland, Public Schools, of the major cities of this country Rochester ranks second in the country in last year's expenditures, 1965–66, with the spending of $784 per pupil. The leading city in expenditures, New York, with $805, going all the way down to Birmingham, with $257.

And so, for the previous year, '64–'65, as well as last year, Rochester ranked second, but, interestingly, you can see the rate of growth. While we were second in '64–'65 with $681.30, we jumped to $784, a very big jump whereas many of the other districts either retaining their ranking or slipping one spot or the other, moved just a few dollars but we had a dramatic increase from '64–'65, '66, and this is still not enough if the job is to be done.

Mr. Taylor. What are the needs of the children in the city of Rochester, do you think, as compared with children in other districts? Is there a greater need here for reducing class size, for other steps that cost money?

Mr. Goldberg. I think it would be redundant for me in any way to improve on the eloquent testimony of members of the staff yesterday but I would just say that it is somewhat incongruous, I think, to have the joys of working with a small number of children and many helpers for a year and then find that your helpers are gone and your family has increased in the first grade, so, as welcome as all the preschool programs are, we have got to have some enduring help, and every time you teeter-totter with a telegram for a regional office or a Washington office of a Federal Agency saying "We are not sure", "Maybe", "Plan for a little less", "Let us know in 10 days", this is not enduring.

And, Professor Rankin, this is one of the additional joys of the superintendency, to know that your budget is subject to a lot of flexibility after it is pretty well set in your mind and in your planning.

So, I would say, Mr. Taylor, the needs of the children in an urban area are many. First, tremendous love, and this means during the school hours, from people who know how to love, and who know how to want children in their classrooms.

It takes money for the in-service education. It takes money for the higher institutions to have the staff who know how to do it. It takes money for pre-service education.

Perhaps all school teachers should report to school on August 1 in urban centers and maybe we need a full month. We had the grand experience of two workshops each of two weeks in length this year where teachers serving in predominantly Negro schools had a great deal of assistance. Maybe the time has come when teachers should not paint houses, work in factories, do other things. Maybe they should work in schools and maybe all teachers should report for duty August 1. Maybe we need money for additional staff to work right in the classrooms so that perhaps one of the suggestions of Maimonides that a second teacher should arrive when the 26th pupil arrives, is something that in modern times we should look at.

Biblical documents indicate than when there are 25 children, a teacher must be procured by a community and when the 26th child is found, a second teacher is needed.

Maybe we need to turn to some of the battered books and find some answers.

MR. TAYLOR. Thank you.

VICE CHAIRMAN PATTERSON. Mr. Goldberg and Dr. Cerulli—

DR. CERULLI. Mr. Chairman, could I make a statement?

Something has puzzled me. I have lived in Rochester all my life. In fact, I was born and raised two blocks from a Negro section in Rochester. I have gone to both segregated schools and integrated schools. I have gone to Louisiana State University and I have gone to the University of Alabama. That's where I got my A.B. degree. I went to West High School and I went to an integrated medical school. I don't know whether it is right to say that you get a better education if you are in an integrated school, but I do say this, and this is what leads me to do what I do: the fact that we have to live in an integrated society, so, the sooner we integrate the children to live in that type of society, the better off we are going to be.

VICE CHAIRMAN PATTERSON. We thank you both for your testimony, gentlemen. You are excused, and the hearing will stand in recess for five minutes.

VICE CHAIRMAN PATTERSON. The hearing will come to order. Will Counsel call the next witness, please.

MR. GLICKSTEIN. Mr. Craig Smith.

(Whereupon, Mr. Craig M. Smith was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MR. CRAIG M. SMITH, DIRECTOR, BUREAU OF MUNICIPAL RESEARCH, ROCHESTER, NEW YORK

Mr. Glickstein. Will you please state your name and occupation for the record?

Mr. Smith. My name is Craig M. Smith. I am director of the Rochester Bureau of Municipal Research.

Mr. Glickstein. What is the Bureau of Municipal Research, Mr. Smith?

Mr. Smith. The Research Bureau is a private, non-profit corporation organized in 1915 to serve local governments within the Monroe County area. It has a board of directors of some 30 community leaders. It has a staff of approximately nine full-time people and several temporary assistants. It is financed largely by contributions from industry, from individuals within the communities. It provides studies and advisory services to local governments within the Monroe County area, primarily, and also primarily at the request of these public agencies.

Mr. Glickstein. Mr. Smith, has the Bureau studied problems involving relationships between city, town, and county governments of Monroe County?

Mr. Smith. Yes, The Research Bureau is extremely interested in the field of governmental planning in trying to re-fashion, help these existing municipal jurisdictions to evolve to the problems of our modern and future society.

We have been active in many areas in making studies. For example, in the past a joint city-county planning committee studied public services which were of interest and concern to the whole county community and yet which sometimes were borne and rendered exclusively, say, by the city of Rochester.

We have done other studies, such as studies for a Monroe County Charter Commission which investigated these areas very carefully and we are now undertaking a study of city-county fiscal relationships which I think was given impetus by the citizens' committee to negotiate salaries for school teachers in this past year.

In fact, I would say an excellent statement in that citizens' committee report of the financial problems of the city school district and the need for a broader community approach to the responsibilities of financing public services in that area was made.

Mr. Glickstein. Would you tell us briefly what types of services and problems are best dealt with on a metropolitan basis or countywide basis?

Mr. Smith. Well, obviously, services which are to be made generally available to all citizens within the Monroe County area, services in which there is a community-wide responsibility to support the availability of these services, certain types of services where there are very highly specialized technical personnel required to prove such services. Certain areas of coordination of urban-type requirements within the county community are also desirable at a county level.

Maybe I should illustrate. For example, planning itself is now a local municipal function. The cities, towns, villages have the basic responsibility for planning. The county's role in this, obviously, is one of a coordinating function. There are many other illustrations, of course, in that area.

Mr. Glickstein. Are the types of problems and services that you have just described that are best dealt with on a metropolitan basis, are there factors related to educational services that would indicate that they have the same problems?

Mr. Smith. Well, first of all, we probably should recognize that the county does provide one very important educational service and that is the operation of a community college. This is operated and available to all county residents at a nominal tuition fee. Then, of course, the legal structure within New York State separates the school district organization, both by constitution and law from the operation of other municipal organizations and jurisdictions.

The county itself as a municipality has really no further or very little peripheral activity with the operation of the school district organization.

Mr. Glickstein. But the problems you say dictate that certain types of the problems be dealt with on a metropolitan basis—are there problems in running schools that would also suggest that schools should be run on a metropolitan or countywide basis?

Mr. Smith. Well, in our studies of metropolitan requirements, metropolitan service requirements, I think we have to look at a public service not necessarily as a whole that has to be placed in one spot or another, and I think education probably follows this same pattern.

In other words, there are components of a public service whether we are talking about police, planning, retail versus wholesale functions of, say, sewage treatment versus sewage collection and refuse disposal versus refuse collection. All of these things can be separated into components, some of which have desirable local administrative features. They have to be responsive to the people within the small neighborhood.

So, in effect, what I am saying is that I think each public service has to be analyzed by its components to determine which ones should be responsive to local jurisdictional needs, which ones have to be administered on a decentralized basis and which ones can be administered on a decentralized basis, but then which ones maybe are actually almost required to be uniform throughout the county area.

Now certainly I think if we got into the question of a metropolitan-wide school system, we probably should approach this type of a public service in the same way. Obviously we have decided that a community college, there can only be one community college in Monroe County because it is too expensive to operate several; therefore we have county administration.

We have started from a pattern of small local school districts which have in the past centralized in the suburban areas and have become strong local districts with an excellent participation of citizen groups within these districts. It would be a shame to lose this type of participation. On the other hand, I think it has been pointed out here in testimony that there are certain areas of metropolitan-wide concern which we might very well tackle on a metropolitan basis. Certainly, some of the questions of fiscal inequity, of supporting inner-city problems are not only a State and Federal aid problem, but partly a community aid problem. This is one aspect.

I think Dr. Goldberg pointed out the need for a metropolitan approach towards teacher recruitment, tenure of office, for example, within a metropolitan area rather than by local school districts.

More important, I think, are certain types of specialized educational services which can be done more economically on a broad community basis. I think vocational education is probably a good illustration of this, classes for mentally retarded.

Mr. Glickstein. Isn't some of that already being done on a metropolitan basis?

Mr. Smith. Well, within, let's say, the limits of legal structure we have in effect three coordinating educational jurisdictions within Monroe County. We have the city of Rochester, which in effect coordinates its educational problems and requirements. We have an Eastern and a Western board of cooperative educational services which cover the rest of the area in our metropolitan county. But there is really no legal mechanism for these three to operate as a unit in dealing with the whole metropolitan area. So, no, we do not have one metropolitan approach. We have three and they are in effect segregated.

Mr. Glickstein. There are some types of educational services now provided on the metropolitan basis? Don't children from the suburbs come into the city for certain types of educational programs?

Mr. Smith. There are some tuition plans for children. I'm not an authority on this but I know that vocational education to a limited degree and some mentally retarded classes I think may be provided in this way, although they are generally the responsibility of the Board of Cooperative Educational Services.

Then the city provides another contribution to the metropolitan area in the form of its free school districts to certain areas in the towns that do not have to pay school taxes as the city by legal agreement in the past has agreed to pay their school taxes.

Mr. Glickstein. We understand that the Bureau of Municipal Research is presently studying the fiscal structures of the 18 school districts in Monroe County. What is the purpose of this study and what are some of the questions that you hope the study may answer?

Mr. Smith. This happens to be one study that was not requested by any public agencies. It is one that we started as a matter of interest. We are looking here in effect for—in fact, let me say this: it is a limited study but the approach is primarily to determine school pupil cost and revenues throughout our suburban areas as compared to the city. We are trying to break down components of educational cost by pupil. We are trying to determine the effects in the cost of special type programs compared to regular type programs. We are trying to determine the adequacy of State aid to support some of these special programs. It's a somewhat limited study and yet it is, I think, factual information that is not now reported on a statewide basis or on a comparative local basis and which we need to help us fashion public policy and determine where the impact or burden is and whether it is being properly met by the types of aid, by the types of programs that we are now operating.

I have to say our studies are not far enough along that we have any observations to make from the results of these studies. And going only on previous impressions, we have a concern of the higher cost of education of inner-city schools in the fact that up to this point, even though there was an adjustment in last year's State aid formula for the Big Six cities in New York State, State aid has favored relatively regular education programs of the suburban areas.

For example, the Board of Cooperative Educational Services, which serves suburban areas, receives additional aids to supplement some of the regular day school programs of these local school districts. These additional aids for special programs are not given to the city of Rochester, for example, for similar type programs within that district.

I'm throwing this out not as a conclusion but as an impression of what I think is a problem which we are trying to get at through our own studies.

Mr. Glickstein. I have no further questions.

Vice Chairman Patterson. Do the Commissioners have any questions?

Commissioner Rankin. I have one question.

Vice Chairman Patterson. Go ahead.

Commissioner Rankin. Is your belief in metropolitan government due to the effect that the city of Rochester cannot change its present lines, the boundary lines of the city?

Mr. Smith. Well, that question was raised before, about, you know, the city annexing West Irondequoit and some of the other areas going to the lake.

Let me say that that constitutionally it is impossible right now, practically impossible. The constitution requires an affirmative vote of the people in the area being annexed, and this, even in the situation where we were annexing a hospital with two people residing in the area, we didn't make it on the first ballot. It took two ballots in order to do this. It's in effect since this constitutional amendment took effect in 1927. We have had no annexations in the city area that have included people.

Commissioner Rankin. I know that you are fully aware that the boundary line of Rochester looks like the boundary line of Tuskegee before the court decision.

Mr. Smith. Yes. I think we in the government planning field have to recognize first of all the practical difficulties of revising these boundaries.

Secondly, we have to recognize that there is a need for maintaining some type of a smaller municipal jurisdiction in which people can participate in their local affairs. But I think our problems in the field of governmental planning are to make sure that the decisions and the capacity to do the things that they are doing are made at the right level; in other words, again this service component approach; real home rule is only if it is effective home rule, and if we load jurisdictions up with responsibilities which they have not financial capacity to provide, which they cannot do economically, then we are really, I think, disturbing the objectives of home rule.

We have to look, then, to sorting out those components which have a broad regional effect, which have a broad regional responsibility and try to fashion ways in which these services can be administered and financed effectively. This does not always mean consolidation of a whole public service. I think that this kind of a generalization is something ——

Commissioner Rankin. I know, but it is complicated when people earn their living in one jurisdiction and live in another. Isn't that correct?

Mr. Smith. It's very complicated and there are certain services because of this pattern of commuting, which goes not only from the towns to the cities, but also from the cities to the towns, because we are decentralizing some industries now and employing many people in the towns that are living in the city.

The problem that we have to face here is which of the services of the metropolitan areas are making this commuting possible. Which of them have such a broad scope that they have to be financed or administered on a broader area?

Now, obviously, the garbage collection that takes place at this person's home is not one of the factors involved nor is his street widening or are some of the other street services or housekeeping services of the municipality involved. But certainly other things are involved. Public health, for example. His commuting from area to area makes it obvious that the problems of disease and his protection and health is a broader problem than just a small local jurisdiction. So in 1958, finally, after many, many studies and much debate we did consolidate 26 different local health districts into one county health district.

Now this pattern has been evolving within Monroe County over a period of many years and with the help of former joint city-county planning studies and other studies of this type.

Commissioner Rankin. I always thought that the best offense against too much centralization in Washington has been the improvement of our local government and we've neglected that and it is high time we get to work to see what we can do about it.

Mr. Smith. I agree wholeheartedly with you.

Vice Chairman Patterson. Mr. Taylor?

Mr. Taylor. No.

Vice Chairman Patterson. Thank you very much for your testimony. You are excused. Call the next witness.

Mr. Glickstein. The next witness is Dr. James E. Allen.

(Whereupon, Dr. James E. Allen, Jr., was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF DR. JAMES E. ALLEN, JR., COMMISSIONER OF EDUCATION, STATE OF NEW YORK

Mr. Glickstein. Would you please state your full name, address, and occupation for the record?

Dr. Allen. I am James E. Allen, Jr. My residence is 33 Fiddlers Lane, Loudonville, New York. I am the Commissioner of Education for the State of New York.

Mr. Glickstein. How long have you been Commissioner of Education?

Dr. Allen. I have been Commissioner of Education since September 1, 1955. Eleven years.

Mr. Glickstein, Dr. Allen, do you have a statement that you would like to summarize for the Commissioners?

Dr. Allen. I would, if I might read this statement or parts of it.

Vice Chairman Patterson. Proceed.

Dr. Allen. First, may I express, on behalf of the State of New

York, my appreciation and welcome to the United States Commission on Civil Rights for coming here and giving us this opportunity to appear before you.

I'm especially pleased that you have selected Rochester, an enlightened city, one of which we are very proud, for your appearance, and I'm pleased that the city of Rochester has Dr. Goldberg as superintendent, and I listened with much interest to his very fine presentation.

Within the basic goal that we have for education in New York State there are two overriding objectives that are guiding our whole effort in this field and in education in general.

One is ensuring that the young people of a State are provided with opportunities for the highest possible quality of education. And, second, ensuring that these opportunities are made equally available to every individual wherever he may live in the State and without regard to creed, color, handicap, social or economic circumstance.

We believe as a matter of policy that the existence of racial isolation anywhere in the schools of our State is a barrier to the achievement of these objectives. Hence, it is the accepted responsibility and the duty of the State Board of Regents, which coordinates and supervises all of education in New York State, of myself as their executive officer and Commissioner of Education and of the State Education Department to do everything within our power to remove this barrier. Because we believe that the elimination of racial isolation and the achievement of quality education on an integrated basis is the major challenge to education of our time. That we have accepted this challenge is evidenced by many actions that we have taken in recent years.

I would like to mention a few of them.

In 1948, the Regents appointed an administrator of the Fair Educational Practices Act, a law that had been enacted at that time, and directed him to promoting elimination of discriminatory practices in any of the State's schools, colleges, or universities.

In 1957, the work of this office was broadened to give special attention to the problems of discrimination and segregation in education at the elementary and secondary school levels. That office now has a director and four people giving full time and attention to this objective.

In 1960 the Regents adopted a policy statement calling for the elimination of racially isolated schools stating that public education in such a setting is socially unrealistic, blocks the attainment of the goals of democratic education, and is wasteful of manpower and talent.

This statement is a part of the exhibits which have been submitted to you.

In 1961 we conducted a special school population census to secure the facts about the racial pattern in the public elementary schools of the State in order that we might know the areas of concentration of Negro pupils and how we could be better prepared to attack the problem of racial imbalance.

In 1962 I appointed a committee on human relations and community tensions consisting of Dr. John Fischer, president of Teachers College of Columbia University and former superintendent of schools in the city of Baltimore; Dr. Judah Cahn, a rabbi at the Metropolitan Synagogue in New York, a teacher and lecturer on human relations; Dr. Kenneth B. Clark, professor of psychology at the University of New York, and author of *Dark Ghetto;* and this committee was asked to advise and assist my office and the local school officials in dealing with the growing problem of *de facto* segregated schools.

This committee produced in June of 1963 a statement of guiding principles for dealing with *de facto* segregation in the public schools which has been widely circulated throughout the State and has been used as a guide for dealing with this problem.

As has been mentioned, I judge several times here, in June of 1963 we called upon all the school districts in the State to submit to us by September of that year a statement indicating the situation within their districts with respect to racial imbalance, a statement of policy by the local board of education with respect to the maintenance of racial balance in the schools, a report of progress on steps that have been taken to eliminate and reduce racial imbalance. And also to submit a specific plan for further action.

Then in decisions rendered by the Commissioner of Education resulting from appeals brought by aggrieved parents and other citizens in accordance with the provisions of the Education Law of this State we have, wherever the facts warranted, directed local school boards to take specific action for correcting racial imbalance.

There have been three or four communities in the State where this has had to be done and when these decisions or directives have been challenged in the courts the decisions of the Commissioner have been consistently upheld.

At the request of local school authorities we have conducted comprehensive studies of public school needs and presented such authorities with detailed findings and recommendations for correcting racial isolation and for raising generally the quality of the school system.

I refer you to two of these reports, one for New York City and one recently completed for the city of Buffalo. We have conducted numerous seminars and conferences throughout the State in an effort to widen and deepen understanding of the problem and how best to deal with it, the most recent of which were two two-week seminars conducted this past summer at New Rochelle College.

In 1964 we created in the State Education Department, a Center on Innovation to encourage and guide constructive change in the educational system and requested the Center to give priority to those innovations and changes which would speed the achievement of integrated education of quality.

We have prepared and distributed to the schools several teaching guides on integration. Two specifically have received nationwide attention; copies of these are part of your exhibit.

We have sponsored and supported in-service training programs for teachers on the special problems of teaching in integrated schools.

Tuition grants have been made available to recent college graduates to encourage them to prepare to teach disadvantaged children particularly in New York City.

For several years, with the support of the Governor, we have requested special funds from the legislature for use in stimulating and assisting school districts in developing plans and programs for correcting racial isolation in the schools and for compensating for economic and social deprivation.

This year the Governor again recommended the appropriation of funds for this purpose and the legislature approved the modest sum of $1 million to be used with the school districts in the State.

As a part of our criteria for the approval of projects submitted by school districts under the provisions of Title 1 of the Elementary and Secondary Education Act, the Federal law, we have encouraged integration.

We have resolutely and successfully thus far opposed the enactment of bills in the legislature that would be a handicap to State and local officials in correcting racial imbalance in the schools.

In the last two or three years several bills of that type have been introduced in the legislature which we think would tie the hands of the local officials in dealing with the problem and we have strongly and thus far successfully opposed those bills.

In the fall of 1965 we instituted a pupil evaluation program involving achievement tests for beginning, first, third, sixth and ninth grade pupils. These tests were in reading and arithmetic and the results have been made available to the local schools. One million, three hundred-thousand students in the public, the parochial, and the private schools were tested. We believe this program will enable the schools as well as the State Education Department to identify areas of academic weakness and we think that these tests will be particularly helpful in identifying the effectiveness of segregated schools.

We believe, Mr. Chairman, that these and many other steps we have taken and those that have been initiated at the local level, have placed New York State in the forefront in the nationwide effort to come to grips with this tremendously difficult and complex problem with which this hearing is concerned.

Significant progress has been and is being made toward bringing about those conditions which will make possible a school system in New York State where discrimination, injustice, and inequality of educational opportunity will no longer prevail, and where the educational needs and desires of every child can be fully cared for regardless of his race, his color, his creed, his socio-economic status, or the place of residence.

But despite the depth of our commitment and the strong efforts that have been made, only a beginning has been achieved.

The school population census conducted in 1961 showed that there were 41 school districts with *de facto* segregated schools. A large proportion of these schools were found, as would be expected, in the Big Six cities which enroll 40 percent of the State's public school children and where there is a concentration of Negro population.

In response to the Department's request, school districts having racially imbalanced schools submitted plans for dealing with the situation. These plans varied from general statements of intent to outlines of specific action to be taken.

In the intervening years, the State has continued to press for action, offering increasing help and encouragement, and progress has been made in carrying out these plans.

But it is a measure of the difficulty and the complexity of the task and of the continuing growth of the problem that present-day analysis finds the over-all magnitude of the problem very little reduced.

While some communities have been successful in correcting or reducing racial isolation in the schools, efforts in other communities have encountered strong resistance that has not only prevented solutions but has indeed increased the problem.

So underlying all of the difficulties encountered is the basic question of attitude. This is a question as complex as the human being himself, involving as it does every aspect of his life.

One of our most urgent needs is more knowledge about more constructive means of developing a positive attitude toward this problem. Concentrated attention and research in this area are essential to ultimate solutions.

In addition to the question of attitude toward the specific matter of integration, there is the question of the general resistance to change, the general resistance to change not only on the part of the public but on the part of many educators as well.

The pace of change that we must seek with respect to the elimination of racial segregation in education is so much greater than that expected in the introduction of any other major innovation heretofore, that this in itself is compounding the problem.

Then there are, of course, the practical considerations which have to be taken into account. These include such knotty and obstinate problems as outmoded constitutional and legal restrictions, some referred to here this morning; vested interests in local government practices, and procedures, and many others. We have in this connection, and with apologies to Dean Griswold, recently entered into a contract with the Law School of Yale University to help us make a study of these legal and constitutional barriers. Our State constitution needs revision to give local government greater flexibility in dealing with this kind of problem and we are fortunate that in a matter of months we will begin a constitutional convention in this State which I hope will result in simplification of the constitution and giving to the legislature of the State and to local government units greater authority and greater freedom in dealing with the changes that are taking place today in our society.

These knotty and obstinate problems do not easily yield to the adjustments necessary to provide the flexibility required by new situations and new demands; and then of course there is always the ever-present matter of money. Money alone cannot solve the integration problem, but in this transitional period when research, changes in operational patterns, compensatory programs, and a variety of other adjustments are required, a greater investment of money is inevitably needed.

Lastly, there is the fact that our schools can do only so much. Their attack on the problems of racial isolation can be ultimately successful only if it is a part of a broad, massive attack that seeks to deal with unemployment, housing and other, any other barriers that stand in the way of the achievement in full degree of the objectives of the civil rights movement.

Now these difficulties that I have cited are not cited as an excuse nor are they intended to indicate any slackening of effort or weakening of determination in New York State. Current events throughout our country only serve to underscore the seriousness of the crisis and the imperative need for action to correct long-standing injustices and it is our intention in the State of New York not only to continue but to intensify our efforts.

Mr. Glickstein. Dr. Allen, would you like to have the exhibits that you have referred to submitted into the record?

Dr. Allen. I would, please.

Mr. Glickstein. May we have Dr. Allen's statement and the attached documents introduced into the record as Exhibit No. 11?

Vice Chairman Patterson. It is made part of the record.

(The documents referred to were marked Exhibit No. 11 and received in evidence.)

Mr. Glickstein. Dr. Allen, what specific evidence led New York State to conclude that overcoming racial imbalance was sound educational policy?

Dr. Allen. Well, as I indicated at the beginning, it is the role of the State, the function of the State to see that every boy and girl has an equal opportunity to achieve to the fullest degree of his ability and we had received evidence, information, indeed the Supreme Court of the United States had said so, that children in racially isolated schools, particularly Negro children, their learning was affected by this and that their motivation was affected and that they considered themselves second-class citizens in a community and that if this were the case, and we believe it was the case because we had evidence to show that the Negro children, by and large, had fallen behind and there were more dropouts among Negroes than among whites.

They were farther behind in achievement in the schools when they were in isolated schools, and these factors led us to believe that if we were to carry out our commitment and proceed toward our goal of equal opportunity for every boy and girl, that we must begin to give attention to the problem of racial imbalance.

Mr. Glickstein. Dr. Allen, on Page 3 of your statement you refer to the guiding principles dealing with *de facto* segregation that your committee produced. And in that statement the committee states that a guiding principle of effective desegregation of the public schools is that all of the schools which comprise that system should have an equitable distribution of the various ethnic and cultural groups in the municipality or the school district.

Are you in accord with that statement?

Dr. Allen. I am insofar as that can be achieved. I think that is the purpose and the goal of the public school, to represent, to have a representation of a cross-section of American society, particularly of the community in which that school exists.

Mr. Glickstein. Once racial imbalance is overcome in the school, do you think that then students are assured of equal educational opportunities?

Dr. Allen. No sir, I do not. The elimination of racial imbalance is just the first step toward achieving integration and better education for all young people. I think that the problem of desegregation or the elimination of racial imbalance is primarily an administrative problem. It is a matter of how you assign children to school. How you group children for best learning conditions. But once you have done that, that does not by any means provide or guarantee the quality of education that you want to achieve for all youngsters. There is still the basic endeavor that has to be made of seeing to it that all schools are greatly improved, that the fact that you have grouped children, provided for better balance racially, must be taken advantage of to make certain that you get the most from the conditions that you have created administratively.

So I would say that merely the correction of racial imbalance in the schools in itself is not enough, by any means. It is only a beginning so that you can then attack the problem.

MR. GLICKSTEIN. In your opinion, who will benefit from racially balanced schools?

DR. ALLEN. I think all children will benefit from racially balanced schools. Children are going to grow up to be citizens in a multiracial world and if our goal is as it is in this country and indeed I hope, in the world, to learn how to live together among all types of peoples, then it seems to me the earlier we can teach children this lesson and help them to learn how to get rid of the prejudices, to respect one another in terms of the quality of the individual and not in terms of his race or his creed, the faster we can achieve our general goal of better human relations.

MR. GLICKSTEIN. Does your department have evidence which indicates whether or not white children benefit from attending racially balanced schools?

DR. ALLEN. This is an evolving situation. We do not have definite information yet, in answer to that question. We are gathering it and we hope before long to have some answers that will be significant here. But we have faith and belief that we will gain evidence here, providing we provide the kind of assistance to these schools, the kind of education program and staffing that will enable them to really do a first-class job.

But, I am hoping in the course of time and we have some information we want to exhibit here this morning that will indicate what we are doing, to get evidence of the kind you are talking about.

MR. GLICKSTEIN. Is it likely that the influx of underprivileged children into a school will lower the quality of education in that school?

DR. ALLEN. People fear this and I think with good reason. But this is not an inevitable result of placing children in poor schools if, in doing so, you provide the conditions in those schools that will make them a lot better. In other words, I would not send a child to any school that was poorer than the one he is now in. If I could not provide in the school to which he is being sent at least as good an education program, hopefully better, I would not send him to that school, to another school.

But I can understand the fear here and the concern, but this is a part of the problem of improving the schools, the receiving schools, of improving all schools so that as the children are sent to these schools or moved to these schools in the course of their educational career, they will find there the kind of programs or the kind of staffing, the conditions that will enable them to make the most of their abilities.

Mr. Glickstein. We have heard some testimony about ability groupings, Regents programs and non-Regents programs, and so forth. Wouldn't integration be defeated if children, under-privileged children, ended up in the same ability groups and were separated from other children in the school in this manner?

Dr. Allen. Well, in the first place, your question assumes that all children from low socio-economic backgrounds will also be low achievers. This is not necessarily the case. Some of these children will do very well and many of them, of course, will need extra help.

Secondly, if the ability by grouping is used, and separation by socio-economic backgrounds persists, this is a sign that the school is not doing its job. So this is a challenge to the school. It is a means of finding out. If it finds out that this has not helped these children, then the school must take this into account and correct this deficiency. There is a wide range of ability in all groups. We don't necessarily conclude that all of those in the low level, lower groups, lower range, are poor people or Negro people or any other class. There's a wide range in all groups and if the school is doing its job in each of these tracks or these grouping arrangements you would have a wide range of ability.

Mr. Glickstein. You think there would be provision for a great deal of mobility or some mobility among the different groups?

Dr. Allen. There should be. The schools should be encouraging this and if it is doing its job there will be natural mobility. Furthermore, there are many activities in the schools that can be carried on where grouping is not necessary.

Art and music possibly, in physical education, in many of the extra-curricular activities; student government and things of this kind can be carried out under arrangements which would make it possible for children of all ranges of ability to work together.

Mr. Glickstein. Dr. Allen, attempts to overcome racial imbalance are often met by opposition within the white community and sometimes within the Negro community.

What do you think can be done to eliminate such opposition?

Dr. Allen. Well, as I indicated in my statement a little while ago, I think this is, from my experience with five or six years' dealing intensively with this problem, the most perplexing and difficult problem on how do you get understanding among the public, among the adult citizens, among parents, as to what the objective is here.

What you are trying to do. How do you change the attitudes, get rid of the prejudices that we have so long had, many of us, in order that we can then see that every boy and girl has an equal opportunity.

I wish I knew the answer to this. If I knew the answer to it I wouldn't be here and I don't think the Commission would be, either. That's why I think the number, really the number one problem here is to find a way to change attitudes, develop greater understanding. People become interested in the method rather than in the goal. Busing becomes the goal instead of the means. The concept, the challenge of the concept of neighborhood school becomes a matter that is debated rather than what you are really trying to seek to obtain here: namely, the best education for every boy and girl.

I think we need more research, as I indicated, on how you bring about constructive attitudes in our society. I think we ought to involve our communications media to a greater extent here.

An adult education program of the broadest kind ought to be undertaken. Better materials need to be developed explaining what is meant by integration. Things of this kind, I believe, we need to go in our colleges to a greater degree to make this part of the understanding of young men and women who are going to be future citizens, in a world or in a country that is at grips with this very difficult, complex problem.

I think we need to do more with them, in sociology classes and psychology classes in a general way to improve, to get understanding.

But this is part of the challenge. This is what they pay an educator for and a school superintendent for, and a school board. This is the challenge they must accept, in trying to bring about this understanding. It is going to be difficult, but I'm encouraged because I can tell you from experience, from a massive amount of mail that I have received in recent years, of a great change that has taken place in the State of New York in attitude towards this problem.

When it was first suggested in 1961 that we should have a racial census in the schools, we had a meeting in Albany of the school superintendents, and it was as cold as ice, and many superintendents of schools themselves failed to see what could be done here.

But a great change has taken place. When a school board such as the one next door to Rochester takes the position and the attitude that it has taken, it is encouraging. When school superintendents in wholly white upstate small communities write me to ask where they might secure a Negro teacher to teach in the school, this is encouraging.

When school board members, as they did in a meeting in Albany this summer after I talked about this problem, come to me and ask how they in a community that has no problem in the sense of having

—they have a problem which they don't know about but they have no concentration of Negroes, when they come to me and say, "How can we get our young people to understand the importance of this whole movement and to be a part of it?", then I'm encouraged. But it's a long way yet to go because we still have a great many communities where the attitude is very negative and where the concerns are, I think, narrow, and the outlook is narrow. It is understandable. It is always understandable. But it is part of the problem that we have to overcome.

MR. GLICKSTEIN. Can you describe for us some notable efforts by communities within the State of New York to overcome racial imbalance in schools?

DR. ALLEN. I think the most notable efforts have been in those communities, especially the smaller communities in suburban areas, where the school authorities have taken into their confidence the citizens of the community, the civil rights leaders, the people from the poor areas, the Negroes, and with their help worked out jointly or together a plan.

White Plains, New York, is a case in point. There are others that could be cited. The leadership of the school authorities, the leadership of the school superintendent is a tremendous factor here. His attitude, his courage and the attitude and courage of the school board can do a great deal to help work this out in a peaceful and harmonious fashion.

Another thing we have found is where the community attacks this problem as a comprehensive one and anticipates that there is going to be a serious problem develop and gets ahead of it, there is more success.

Where the community waits until there is a fire in one area of the city or of the school district, and then it attempts to do something about this with a patching-work type of plan, they are usually in trouble.

So we have been encouraging communities and cities to do what is now under way here in Rochester, to make a comprehensive study of the entire system, take into account the outlying areas, the demographic factors in the community, and develop a pattern or plan which suits the socio-economic, racial, and educational needs of that particular area.

Because we have found from our experience that there is no one plan that you can impose or urge every community to adopt in this State. It has to be developed around the conditions of the local community. In one area maybe the Princeton Plan will work and in other areas it will not.

In some areas it may be necessary to forego immediate action in desegregating part of the school system in order to put heavy emphasis on compensatory programs and to rely upon integration at higher levels in the education system for the time being, until we have help from urban renewal systems or housing units, or we can do something about the whole metropolitan area or whole urban situation.

Mr. Glickstein. Have you had any instances where efforts to overcome racial imbalances have been short-lived because whites have moved out of the neighborhoods and the schools have become resegregated?

Dr. Allen. Yes, there have been evidences where the school system, a particular district, has closed some schools and taken some action which would improve the racial composition in the schools, and still some white people have moved out and the overall situation within that community maybe has deteriorated.

But this isn't in my judgment at this point a serious matter. In only one or two communities have we had any real evidence of any significant change here. Again, I think this is something we have to expect for the time being. This is not a reason in my judgment for delaying an attack on the problem in a particular district, just because some people are opposed to this and are going to move out. If we do the job properly and do it in a way in which we anticipate the situation in the community, much can be done to keep these people in the schools, especially if the schools can be made a great deal better than they now are, all schools in the area.

Mr. Glickstein. Would a metropolitan school district solve some of the problems you have just referred to?

Dr. Allen. Yes. In all of the city school systems in New York State except the Big Six, it is possible, at least it is easier in these smaller cities to adjust the school city boundary lines with changing population movements and educational needs.

For example, in a city like Ithaca, New York, Utica, New York, all the cities under 125,000 population, it is possible for the city school district to get some elbow room by working with the outside area on a consolidation plan with the city. So that we have in these smaller cities city school districts whose boundaries may extend far beyond the city boundaries, and this gives flexibility for planning of the location of schools. It promotes economy, and transportation of pupils. It cuts down the competition in salary competition and competition for people, enables the area to use its resources to better advantage.

And so, in these smaller cities it's at least easier to deal with the kind of problem we are talking about here on a metropolitan basis as far as education is concerned. But in our Big Six cities, because of the constitutional provisions and other legal restrictions, the boundary lines of the school district must be coterminous with that of the city. And this has tied the hands of the city boards of education, of school districts in metropolitan areas in these large cities from dealing most effectively and efficiently, in my judgment, with the problem of improving the racial balance, and indeed with attacking the whole question of education in urban areas.

I'm hoping that this is one of the problems that will be dealt with and solved by the forthcoming constitutional convention. I might say that on the ballot this fall in New York State will be a proposal to give the people of Buffalo the discretion by vote, local vote, to adopt what we call fiscal independence for its school system and fiscal responsibility, which, if adopted, would give the city of Buffalo freedom to sit down with its suburban communities and work out a metropolitan district if they wanted to do so.

In other words, the city school district boundaries could be extended beyond the present lines if this were to pass at the forthcoming election.

These are part of the machinery of government in New York State which stands in the way at the present time of providing the kind of flexibility to deal effectively with education change today.

Mr. Glickstein. Dr. Allen, you mentioned some standardized tests that have been administered to students in New York State. Do the results of these tests show any difference between large cities and other areas?

Dr. Allen. If the Commission would permit, I would like to have a member of my staff here, Mr. Robert Passy, who has been conducting these tests and who has been analyzing the data, these are the tests that I spoke about a while ago that have been given to 1,300,000 school children in the State. He has a chart that I think will be of interest to you and possibly could answer a little bit more specifically some of the questions bearing upon the usefulness of the data we are talking about.

Vice Chairman Patterson. We will be glad to hear Mr. Passy's testimony if he wishes to be sworn.

(Whereupon, Mr. Robert Passy was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MR. ROBERT PASSY, CHIEF, BUREAU OF PUPIL TESTING AND ADVISORY SERVICES, NEW YORK STATE DEPARTMENT OF EDUCATION

Mr. Glickstein. Please state your name and address and your position.

Mr. Passy. I'm Robert Passy, 87 Brookline Avenue, Albany, New York. I'm chief of the Bureau of Pupil Testing and Advisory Services at the New York State Education Department.

Vice Chairman Patterson. Proceed, Mr. Passy, if you will.

Mr. Passy. In September and in October of 1965, we administered a massive testing program to all children in New York State, public, private and parochial school children, and as you have been talking today about metropolitan areas, one of the ways we are looking at the children in our State is dividing the State into the eight population centers within our State. These are standard metropolitan statistical areas. Within these eight urban areas, 85 percent of our citizens reside. These eight areas consist of 26 counties. The other 36 counties of New York State have only 15 percent of our citizens. The data you see behind you is a hypothetical, but reflects the general pattern. We have a minimum standard on our achievement tests. All achievement tests are constructed in such a manner that a proportion of the children must fall in this area. The graph being shown shows in New York State our tests have been constructed to show 20 percent of our children at this point.

Mr. Glickstein. That's at the minimum point?

Mr. Passy. Below the minimum point.

Mr. Glickstein. Below the minimum?

Mr. Passy. It doesn't mean minimum. It means achievement or needs. These children have needs in third grade reading. The tests are constructed so that teachers can see from the instrument being administered what these needs are in reference to the component skills of reading at the third grade level, beginning third grade.

The pattern, though, is interesting. The large size cities in each of the urban areas show the greatest need. The large size cities include those with massive population. Smaller size cities show lesser need and in all areas of our State as we look at it the village superintendencies, village, and large central schools show the best achievement.

This is another way of looking at suburban-type schools.

So the needs pattern is consistent for our children of New York State. The greatest need resides in our largest cities.

Thank you.

Mr. Glickstein. Mr. Passy, if your data were broken down by school within a city, would there be significant differences between schools within that city?

Mr. Passy. In looking at this data you would find the greatest variation of pupils within a particular school. Then when you compare from school to school, with averages, the statistical procedures hide some of the need but we are able with our data to compare the needs, the instructional needs of children from school to school within a particular city and these variations are extreme.

Dr. Allen. For example, I think we have data now that will enable us to compare two schools in Harlem, for example. And it has already been found, I understand, that there would be great differences right within Harlem or within a neighborhood of Harlem between two schools and this gives us an opportunity to find out why.

Mr. Passy. We will find that these differences do exist and one of the major fulcrums this material gives us is to see when a school district is achieving under the most adverse conditions, what are the causes of this achievement. Why is it going against the expectancy. In this manner we can learn a great deal about the successes under adverse conditions and perhaps help other schools understand how this school is operating successfully.

Mr. Glickstein. I have no further questions at this time.

Vice Chairman Patterson. Dean Griswold, do you have questions?

Commissioner Griswold. No.

Vice Chairman Patterson. Mrs. Freeman?

Commissioner Freeman. Dr. Allen, in earlier testimony which we received this morning, one of the witnesses stated that he objected to the implementation of the Princeton Plan here in Rochester because the contiguous school districts were poor school districts. Now I am assuming that he was referring to the people rather than the school, so what I would like to know is if in—and you also indicated that there were cases in which the Princeton Plan would work and other cases in which it would not work.

Now, I would like to know if you would comment on the extent to which the socio-economic status of the people in an area is a factor when you appraise a plan that comes to you in terms of integration and the elimination of imbalance.

Dr. Allen. Well, in the studies that we have been conducting and in the cases where we have asked the local systems to make studies on their own, we have asked them to take this into account. As I indicated, however, we do not pre-judge what type of plan or attempt to pre-judge what type of plan best provides better opportunity for those in lower socio-economic levels. We feel that in each case it has to be examined in terms of the factors in that community or in that area of that community.

The only thing I can say to you is that we ask that this be taken into account in the study and it should be, therefore, in whatever plan is developed some evidence that it has been taken into account.

Commissioner Freeman. Would you care to comment on whether a socio-economic segregation is a deterrent to democratic society?

Dr. Allen. Oh, I think it is; definitely.

Vice Chairman Patterson. Dr. Rankin?

Commissioner Rankin. Yes. I have one question.

Mr. Allen, in your report you gave a list of what you had done and then you end up by saying only a beginning has been achieved.

Now, if you were a Negro in New York State, it is only reasonable to suppose that you would be disappointed by that conclusion. What would you recommend that the Negroes do? Demonstrate? Violence, go to court or what recommendation would you make to them as to the procedures for them to follow?

Dr. Allen. Well, I think the Negroes in their demonstrations, their peaceful demonstrations have done more than any other segment of our society to push us to the point where we have now gone. I would urge that they not be satisfied and that they continue to make known to the American people that there are deprivations and that their children are entitled to every other thing that every other child is entitled to and I would also urge them, however, to be prepared to and to work with the leadership of their communities.

I think it is not enough merely to demonstrate and to protest and then to move out and leave the government or the leaders in the community with the task of trying to do something about it.

I think they have to be a part of it. But I must confess at this stage, while I do not condone everything that the Negro groups have done, I certainly can understand it and believe that something must be done, and done more rapidly and on a more massive basis than we have been doing it, to correct the injustices of which they are complaining and bring them in as part of the first-class citizenship in this country.

Vice Chairman Patterson. Dr. Rankin, if I can interrupt, I think it is a valuable question and valuable answer and I would like to ask a supplementary one. With respect to the white American citizenship, I infer from your testimony, Dr. Allen, that you accept from pretty good evidence that there is an advantage to the nonwhite child if he has racial balance in his school.

Dr. Allen. Yes, sir.

Vice Chaiirman Patterson. But that you doubt that we have done the conclusive research and collected enough data yet to assure the white parent of a similar benefit to his child.

Is that accurate?

Dr. Allen. That is right. We certainly have not assured him.

Vice Chairman Patterson. And, second, you have testified that you would not send a child to a poorer school than the one he is in.

Dr. Allen. That is right.

Vice Chairman Patterson. And yet here we haven't agreed upon, much less developed, a system through which we can convert poorer inner-city schools into superior ones. So in a very real sense, aren't we asking people to take on faith a couple of important things that we can't yet put on paper?

And isn't it probably the central question now to determine what the benefit is to the white child in a racial balance of a school and, second, to determine and devise those systems which will develop, raise the inner-city school to a point equal in quality to that of the suburban school or the better school?

Dr. Allen. Absolutely.

Vice Chairman Patterson. I would like for you to talk on those two points.

Dr. Allen. Well, in the first place, education is not something that you can measure with great definiteness, as you know. You are dealing with human beings—some aspects of education we can measure much better than others. But one of attitude, of spirit, of motivation and things of this kind are hard and difficult to measure and you have to take some of them on faith. They are part of our objectives. The improvement of attitudes even though we can't always precisely measure them—we know, and you have indicated certainly in your statement that the inner-city schools or the all-Negro schools are poor schools and they are looked upon by the community as being poor schools.

No matter what you do to try to make them better, in the minds of most white people in these communities, these are poor schools. One of the things we found in Malverne, New York, when we went down there to talk to the citizens because the Board of Education had told us that the predominantly Negro school was as good a school as the rest of them, that they had put more money into it per child, better staffing and so on. But yet when you ask the man in the street which was the poor school, almost inevitably he pointed to this school because he related race with poor education or poor education with race. So that part of the problem here is to get an understanding on the part of the white community that by joining in and helping the inner-city schools and helping all Negro people and putting the children in a situation where they can learn to live together, that you can in this way make these schools much better, and once the child and parent see improvement, then the image of that school that has so long persisted will, in my judgment, change.

But if our goal in this country is to equalize opportunity, to create the real basis for democratic action and growth, permit mobility among all peoples, opportunity for all, based only on his ability to profit from it, or is limited only by his abilities to profit from it, then it seems to me you have to have faith in the goals we are seeking here to eliminate conditions, barriers, which now stand in the way of this achievement.

I believe that many of us in more fortunate circumstances in these communities may have to sacrifice for a while, as much as we dislike to see any child be put into a situation where immediately his educational opportunities may be less than they were where he previously was. But in doing this, if we can at the same time make that school a lot better, because, after all, why should we ask the Negroes to go to a poor school, and if one of the ways to improve that school is to put more white children in it, then I think we should strive in that direction. I'm not sure I have answered your question.

Vice Chairman Patterson. Dean Griswold?

Commissioner Griswold. I would like to understand a little better just what the position and responsibility and authority of the State is with respect specifically to the Rochester schools. As I understand it, the Department of Education is under the control of the Regents, who are elected by the people of the State.

Dr. Allen. No, sir. They are elected by the legislature.

Commissioner Griswold. Elected by the legislature. And they go by the title of the Regents of the University of the State of New York?

Dr. Allen. Right.

Commissioner Griswold. And they are responsible for the State Education Department and you are their chief executive officer as Commissioner of Education?

Dr. Allen. Correct.

Commissioner Griswold. What are the powers and the responsibilities of the Regents or of the State Education Department with respect, specifically, say to the school system of Rochester, New York?

Dr. Allen. Well, in the first place, our constitution says that the legislature shall provide for a system of common schools wherein all the children will be educated. We do not believe that this is merely a system. We believe it is as good a system as we can provide. The legislature has vested in the Board of Regents and in the Commissioner of the Board of Education the authority to achieve this constitutional mandate. That is, to achieve the goals implied in the constitutional mandate. In other words, education in New York State is a State responsibility. It is the responsibility of the State, through the legislature and the legislature's authority granted to the Board of Regents and the Commissioner of Education to see that every boy and girl has a good opportunity for a good education.

Now, the legislature has provided local school districts, and we have something like 900 or so local school districts in the State, and the legislature has directed these local school districts to provide for the schools and administer the schools.

We believe that that education which is best is that which is administered well at the local level, and it is the function of the Regents and State Education Department to promote, enforce if necessary, the conditions which will enable the local school authorities to provide the best education possible for these boys and girls.

For example, if this can't be done in a school system because the school system is too small, then it is the responsibility of the State to press for its consolidation in that school district with other districts so that it can provide equality of opportunity.

The Regents have the power to set standards for the schools and to enforce those standards. Under the Education Law of New York State, the Commissioner of Education has a judicial function to play. Anyone who feels himself aggrieved at the local level over the action of a school authority locally may appeal to the Commissioner of Education and if he finds that this is a grievance, a justifiable grievance, he can direct, has the power and authority to direct, the local school systems to correct the conditions complained of. This is an unusual power. It is unusual insofar as the other States are concerned, but it is one of the great strengths of education in New York State because it enables the State to see to it that those communities that cannot or will not provide the quality of schools expected of them by the people of the State, it enables the State to do something about it even to the point, as we did a few years ago in the city of New York, to provide through the legislature for the removal of the Board of Education.

So in the Regents and in the Commissioner of Education, you have sufficient power and authority, in my judgment, to—at least you have considerable power—to see to it that standards are maintained in Rochester, Buffalo, or elsewhere.

Now, however, as a matter of policy, it is the policy of the Regents and myself and of our department not to interfere in local affairs except upon a showing that the local community cannot do the job or that the standards are not being met.

We provide a tremendous amount of supervisory service from my department.

If Superintendent Goldberg desires to have help from people in my curriculum unit or in our innovation unit or our research bureau or our school buildings and grounds units, and so on, all he has to do is ask, and we provide this kind of help.

Furthermore, through the Regents Examination program of this State, which is more than 100 years old, we have a measure of performance in our schools insofar as those examinations, test performance and achievements. These examinations are related to a State-recommended syllabus. In other words, the Regents establish minimum standards in the various fields of instruction and then through the Regents Examination, test for achievement or for performance in those various disciplines.

Now there are times in these days when I sometimes wonder whether we have adequate power to do what needs to be done here. For example, local school groups that want to oppose State policies or local policies and can go a long way in stymieing constructive action at the local level and oftentimes there is very little anyone can do about that.

And in normal times and as a general rule this is not an unhealthy situation. We want a challenge, questioning of State and local policies. But if this opposition locally goes to the point that it prevents children from learning as they should learn, achieving the kind of education they should have, then it seems to me the State should have the authority and the power to act. The concept in New York State, as you indicated, of the University of the State of New York, is a corporation headed by the Regents, consisting of all the education in the State, public and private, elementary and secondary and higher education. And it is a unique system established in 1784 and has great strength in my judgment because it enables the Board of Regents in the leadership at the State level to use the entire resources of our State as economically and effectively as possible in attacking the educational problems.

Our relationship, in other words, to the local community is, in the first instance, to assist the city school system or the rural school system in doing what they want to do and what the people in that locality want to do within the general guidelines set by the legislature and the Board of Regents.

And then if they fail to provide and carry out these policies, statewide policies, or if we have complaints from the community that the quality of education being given in the schools is below that of what it should be, then we have the authority to step in and look into this, and if necessary—and I emphasize that because we never like to take the power away from local authorities except as a last resort—if necessary the State has the power to correct the conditions complained of.

Commissioner Griswold. Thank you.

Now, I have two other questions I would like to ask you.

We have heard of considerable developments in Rochester in recent times; an Open Enrollment Plan, the Triad Plan, the West Irondequoit situation. As near as I can make out all of this began after your request of June 14, 1963, to the school system which seems to have been a very important document and a real turning point at least here in Rochester.

Was that the first time that the State Department of Education showed active interest in the question of racial imbalance or *de facto* segregation, whatever you want to call it?

Dr. Allen. No, sir. We have been working at it for some time before that through exhortations, through, as I indicated in my paper, we had a man and enlarged the staff some in the late 1950s to bring to the attention of school systems this growing problem and encouraging them to begin to plan and take action.

Commissioner Griswold. Would I be wrong in coming to the conclusion that nothing was really done about it in local systems and specifically in Rochester until your statement of June 14, 1963?

Dr. Allen. No, I think you would be wrong.

Commissioner Griswold. But not very wrong??

Dr. Allen. I think our request certainly accelerated progress but I would not want to say that Rochester had not been dealing with this problem before.

Commissioner Griswold. Suppose that a particular school district just ignored your request of June 14, 1963. What could you or would you have done about it?

Dr. Allen. Well, fortunately we didn't have any districts that ignored it; even districts that at the time said they didn't have the problem submitted statements of policy and conviction on their part.

We have the power, the legislature says specifically the Commissioner of Education is directed, given authority to get information from the local communities, and any community that refused, any school system that refused to provide information, this is the basis for direct action, even to the point of removing the school board. But, fortunately, we have not had that kind of situation. But we do have the authority, in other words, to seek the facts that we need, to make State policy.

Commissioner Griswold. Suppose a school district replied, "Yes, we have a school that is 100 percent Negro and we like it that way"?

Dr. Allen. A great many of them did.

Commissioner Griswold. What did you do in that case?

Dr. Allen. Well, we began to hold meetings throughout the State and invited school authorities from those districts into these meetings to get an understanding of what we were seeking, trying to educate them. We did not at that stage feel that we should take any kind of punitive action against these districts because we were all behind the times here. We were all seeking answers to which we did not even know all the questions as yet.

We knew that this was a problem and so the purpose of my request in 1963 for plans was to alert the school boards and to, in a sense, impress upon them the importance of doing some planning and beginning to work to eliminate racial imbalance.

Commissioner Griswold. Well, I get the impression that the State Department of Education has in fact been very important in this area, and that it has provided the urging which has induced a number of local agencies to do something where they had been doing little or nothing before, and I wonder if, having done so well on

June 14, 1963, you have any plans for doing some more. Because it does seem to me that much of the motive power seems to come from your department.

DR. ALLEN. Well, let me state a few things which I think the State can do and which we are thinking about doing.

In the first place, with respect to Rochester, I have before me right now an appeal from a civil rights group here or from some parents so that I will have to consider the question of whether or not the Board of Education is moving rapidly enough. I have similar appeals from other communities in this State.

But I think at this stage we need to do more to show these communities how to deal with this problem. It isn't enough to sit at my level and to make decisions and to direct. The difficulty is at the local level. And this is where education takes place and this is where the plans have to be developed and something imposed from the State level or Federal level is not going to be as well accepted nor, in my judgment, succeed as well as if it is worked out at the local level.

So we intend to continue our education program, our exhortation, and our pressure in a sense on the communities to hasten or accelerate their efforts and their plans in dealing with this problem.

We now have, as referred to this morning, in all cities of the State, studies underway with the help of the Center on Urban Affairs in New York City. This is the one that was completed recently in Buffalo and I believe, as Superintendent Goldberg said, there is presently a study underway here and in the other cities of the State.

We are going to—as a matter of fact, I have been in touch with the Ford Foundation just recently to see if we could get some funds, substantial funds to help deal with this matter of improving attitudes. What kinds of research, what kinds of steps can we take to get a better understanding of what we are about and what our policy is and how best to achieve it.

I think we need to gather more data on the evidence of benefits and the values of integration and make them available to the communities. There is now around over the country a growing amount of evidence of the value and benefit of integration. We need to pool this together and make it known to the communities of the State and we intend to do so. We need to do more to anticipate the development of adverse conditions affecting equality of educational opportunity.

We are going to attempt to make—in making our studies of the school systems in the State to try to identify where the danger spots are and with the help of, hopefully, the invitation of the local community and help of the staff in my department, go in and sit down with the authorities and urge them to begin to plan to deal with this problem before it becomes a major sore.

We have sought money and we will seek more money from the Legislature to help communities on compensatory programs, particularly with respect to planning, the production of good materials, and supervision.

We are going to bring together, as I have already indicated, in spreading information regarding successful practices in integration. We think the State can function more effectively as a liaison between the Federal Government and the local units.

The State is responsible, as I have said, and should make sure that Federal funds as well as the State and local funds are used to produce best results and to eliminate racially segregated schools.

We are going to work intensively to try to get changes at the forthcoming constitutional convention and in the legislature, of statute, of constitutional provisions that restrict local communities from dealing effectively with educational change.

We hope that we can provide more money as incentives to communities. We have sought money for some time to help communities get over the first hurdles of making the changes that are desirable here.

Oftentimes a little community is up against its tax and debt limits or its people refuse because of attitude toward integration to provide the funds and hopefully we can make available to the communities some incentive money in this area.

We are going to pursue innovation in a greater degree with emphasis on integration. We are going to make the widest possible use of this assessment information that you have seen, analyzing it.

As this program develops we will have in three years data on reading and arithmetic, I believe it is, for every grade in our school system and this will give us helpful information in dealing with this problem.

All I can say, Mr. Chairman, is that we are going to continue to provide as strong a leadership as we can here in pressing local action, recognizing that we have, on the one hand, to take into account the resistance, and on the other hand, keep the pressure on to reduce that resistance as much as possible.

If we go too far and the legislature should pass laws that tie the hands of local school boards or the State, then we have been set back, so the problem of education is therefore very important.

And I hope that one of the things that this Commission will do is to promote at the Federal level the activities and policies that will back up and give moral support to a State or to States that are trying to take leadership.

COMMISSIONER GRISWOLD. I have one last question.

You referred to the Regents Examinations and to the fact that they were over 100 years old.

I haven't the slightest doubt that at a time they were of tremendous significance in New York. I wonder if the time hasn't come now when regardless of their other merits they are not in fact an instrument which helps to perpetuate racial imbalance and whether if that is the case, that is something which merits the concern and attention of your department?

Dr. Allen. Certainly if that is the case it does merit our attention and it is one of the things that we are looking into. Let me make clear that the Regents Examinations are taken voluntarily at the local level. They are not imposed on every child. The decision to take the Regents Examinations or not to take them is left to the local, that is, with respect to any given child, left to the guidance officers and the local school officials.

Furthermore, we are working constantly with the teachers to get them to use the Regents Examinations as what they are intended to be: in other words, an instrument for improving information about the students and how they can learn more effectively; an instrument to measure achievement within the school.

I think the answer is not to eliminate at any rate the Regents Examinations; it is to improve them and we are doing this all the time. They are not the same examinations they were 100 years ago or even five years ago. They are changed as times move along. But the important thing is to improve the school system from the beginning grades and below up through the 12th, so every boy and girl can take advantage of the Regents Examinations without regard to his economic background.

Commissioner Griswold. It seems to me that using them as a means of finding out which particular students need help and in what way is very good but I get the impression that they are also used quite widely as a basis for separating students into groups, and I wonder if that is educationally sound.

Dr. Allen. It is not, if they are used in that way.

Commissioner Griswold. Are you sure that they are not used in that way?

Dr. Allen. No, I'm not sure in every community they are not used in that way.

Commissioner Griswold. Isn't that something that perhaps merits the attention of your office?

Dr. Allen. It certainly does, and if you have any evidence on that, I would welcome it.

Vice Chairman Patterson. Thank you very much. We are running a little late. Are there any further questions?

Vice Chairman Patterson. Thank you very much for your testimony, Dr. Allen. We appreciate it. You are excused.

The hearing will stand in recess until 2:15.

(Whereupon, at 12:55 p.m., the hearing recessed, to resume at 2:15 p.m. of the same day.)

SATURDAY AFTERNOON SESSION

SEPTEMBER 17, 1966

Vice Chairman Patterson. This hearing will please come to order. Mr. Glickstein, would you call the next witness?

Mr. Glickstein. The next witness is Mr. Jonathan Fleming, an attorney in the office of General Counsel of this Commission.

(Whereupon, Mr. Jonathan Fleming was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MR. JONATHAN FLEMING, ATTORNEY, OFFICE OF GENERAL COUNSEL, U.S. COMMISSION ON CIVIL RIGHTS

Mr. Glickstein. Mr. Fleming, I show you a copy of Exhibit No. 2, which is a Staff Report on racial imbalance in the public schools of Rochester and Syracuse, New York. Did you assist in the preparation of that report?

Mr. Fleming. I did.

Mr. Glickstein. Would you please summarize for the Commissioners the contents of that report as it deals with Syracuse?

Mr. Fleming. I will.

The city of Syracuse has a population of 216,000 persons, of whom 11,141 are Negroes. Like Rochester, Syracuse lost population during the decade 1950 to 1960. In those 10 years the population in the suburbs increased by 42 percent, and the city population dropped 2.1 percent. The Negro population in the city increased 144 percent. More than four-fifths of all Negroes in Syracuse live in eight census tracks near the center of the city. In this area here (indicating). This central area has been the traditional Negro neighborhood. Here are located two public housing projects which are predominantly Negro. Here is an interstate highway project which has removed 40 units from one of these projects.

There is also an urban renewal project to the north which has obliterated a large part of the old Negro ghetto. Those who were dislocated by the urban renewal project relocated in the ghetto or in the fringe areas of the ghetto. A few moved out into other areas of the city. The city of Syracuse has 30 elementary schools, 10 junior high schools, and 4 high schools. In October, 1965, there were 29,776 students enrolled in the public schools. Approximately 16 percent of these students were Negro. Only two schools, both elementary schools, had no Negro students enrolled.

Nevertheless, more than half of the Negro elementary school children attended four schools which had racial balances ranging from 46.9 percent to 89 percent Negro. One of these schools was Croton Elementary School, located here in the public housing project area. Croton Elementary School has been expanded twice to accommodate the growing population in its neighborhood. Twelve new rooms were added in 1955 and in 1962, another 24 rooms were added. It is the largest elementary school in the city. Last October 1,150 students were enrolled of whom 1,024 were Negro.

Racial imbalance is not a serious problem in junior and senior high schools. Central Tech High serves the center area of the city. Each of the other three high schools serves one-third of the outer-city circle.

The city school administration in Syracuse has been aware for a number of years that Negro children were not performing well in school. In 1962, the Board of Education hired Dr. Mario Fantini of Temple University to direct a program of compensatory education in Madison Junior High School, a predominantly Negro school located in the urban renewal area of the Negro ghetto. This program was known as the Madison Area Project. It included such innovations as ungraded classrooms, curriculum revision, enrichment programs, remedial reading, Project ABLE, a State-funded program for underachievers, new mathematics programs, ego development, guidance counseling and other services. The annual budget of $200,000 was funded by the Ford Foundation, the State and the city school system.

The Madison Area Project also was extended to Washington Irving Elementary School, which was 88 percent Negro. Washington Irving Elementary School was located in this area here. The Madison Area Project ran from 1962 until the end of the 1964–65 school year. In June of that year, the Board of Education closed Madison and Irving Schools.

During the same period, the Board of Education became concerned with the problem of racial imbalance in Syracuse schools. In July, 1963, the Board of Education adopted a Statement of Policy on Racial Imbalance. Pursuant to this policy, 54 Negro students from Croton Elementary School were assigned to Edward H. Smith School, a predominantly white school.

In June 1964, the Board of Education closed a predominantly white junior high school, Prescott School, which is located here, and assigned the 233 students to Madison Junior High School, where the

Madison Area Project was in progress. In September of that year, only 20 of the 233 students appeared for registration on opening day. The remainder transferred to other schools under the board's open enrollment policy, enrolled in private and parochial schools, or moved from the area.

When Madison and Irving Schools were closed in June, 1965, the 750 pupils involved were bused to 18 predominantly white schools throughout the city. To date, the board has not succeeded in reducing racial imbalance in Croton School or in the other two elementary schools with more than 50 percent Negro enrollments.

However, in June, 1966 the Board of Education authorized planning to begin on four educational parks, or campus site, schools. These campus site schools will be elementary schools serving all children in the city. Four wedge-shaped attendance zones will be drawn so that each school will have a racially balanced enrollment.

MR. GLICKSTEIN. Thank you, Mr. Fleming.

VICE CHAIRMAN PATTERSON. Thank you, Mr. Fleming. Will Counsel call the next witness?

MR. GLICKSTEIN. Dr. Franklyn S. Barry.

(Whereupon, Dr. Franklyn S. Barry was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF DR. FRANKLYN S. BARRY, SUPERINTENDENT, CITY SCHOOL DISTRICT, SYRACUSE, NEW YORK

MR. GLICKSTEIN. Would you please state your full name, address, and position for the record?

DR. BARRY. Franklyn S. Barry. I live at 223 Roe Avenue, Syracuse, New York. I am Superintendent of Schools in Syracuse.

MR. GLICKSTEIN. When were you appointed Superintendent of Schools?

DR. BARRY. July 1, 1963.

MR. GLICKSTEIN. And what positions did you hold before then?

DR. BARRY. I had been superintendent before that in North Syracuse, and before that for an extended period in Cortland, New York, and before that in West Irondequoit here in the Rochester area, and before that in Sidney, New York, and before that in South New Berlin, and before that I had taught for two years math and science and in the late twenties I taught in a rural school for a half a year.

MR. GLICKSTEIN. Dr. Barry, would you describe the Syracuse School Board's policy statement concerning racial imbalance?

DR. BARRY. In a nutshell, it states that it believes to some degree in the neighborhood school policy, but in the event such a policy interferes with the progress of children, it would look for other solutions. I can read directly from it, but I think in your Staff Report, this was included.

MR. GLICKSTEIN. Yes, it is Appendix C in our Staff Report.

DR. BARRY. It also says that ideally, it would work toward a racial composition in each school which would reflect the racial composition that is present in the city.

MR. GLICKSTEIN. Now you say that this statement does refer to the neighborhood school policy and it says that it should be the basis for plans to achieve racial imbalance. Has there been any departure from this position since the statement was adopted?

DR. BARRY. I can't speak for the board as a whole or for individual members, but I think that from a staff standpoint and to some degree from the board's standpoint, there is a feeling that holding to the neighborhood policy will never make is possible to resolve the issues of better education for every youngster in Syracuse. I strongly believe this to be the case.

MR. GLICKSTEIN. And this policy was adopted in '63?

DR. BARRY. Yes.

MR. GLICKSTEIN. Why was it adopted?

DR. BARRY. I think in Mr. Fleming's statement it indicated that back shortly after this decade began, the board had been concerned about the low performance in some of its schools. And in working with the University, the Youth Development Center at the University, and with other groups, it was in the process of refining its thinking, and then I believe that the Commissioners' Statement in 1963 perhaps provided the impetus to bring this whole philosophy into sharper focus.

MR. GLICKSTEIN. Dr. Barry, would you describe for the Commission the efforts Syracuse has made in the area of compensatory education?

DR. BARRY. Going back, I guess for six or seven years, there is evidence, certainly, that in the area of reading and study of modern math and new approaches and devices for educating those with lower motivation, I believe Syracuse had done considerable with this. As was reported, this ultimately came under the heading of our Madison Area Project, supported jointly by the State, the Ford Foundation, and the Board of Education.

This program attempted to do two things in the schools representing the area which Mr. Fleming pointed out as being heavily nonwhite. It attempted to provide a whole array of extra services, impact programs, to beef up, as it were, education in this area. And at the same time it tried to invent some new things, and we had some very skilled people heading this, invent new ways of developing the ego, the self-concept and new programs which would make education more attractive and meaningful to children. We think that many things happened in that program, that the school brightened up, attendance improved, and there was a greater feeling on the part of the community of concern for the problem we were addressing ourselves to. But I have a chart which shows that in

1964 the basic skills in that particular school, and I'm wondering if I might have Mr. Cabeceiras, a staff member, merely present this to me, shows that of the junior high schools in Syracuse, the Madison School, which appears the one on the left, this is a 7th grade group, achieving at a substantially lower level. In fact, there was some regression over the period in terms of achievement in the academic areas.

Now I'm not saying that the compensatory program failed because maybe the results will be long delayed, but we did not have the evidence that it did; the improvement that the investment of some $400,000, primarily a large share of it in this one junior high school, and to a lesser degree in the other three schools involved, produced the results that we wanted to have them produce.

I don't think we can ever answer how low it would have been without the compensatory services, however.

Now, under the present program, the Croton School has been mentioned, and we have two other schools that are at the mid-point of racial imbalance, Danforth and Merrick and in the general downtown area. We also have another school, Sumner, which is in another direction within the city which is in the 40 percent nonwhite category.

We are putting compensatory services in there. I think, we think, that they must help some, and I think I've made this statement before the board, that I am not enthusiastic about compensatory services as the ultimate answer. And yet, until our campus plan development comes into effect or until we can find some intermediate solution for the integration of all the schools in Syracuse, I think we will be attempting to use Title I funds to compensate to the best of our ability for shortcomings.

Certainly, education in these schools is not up to that which is expected of them or certainly that which is needed for those youngsters to compete satisfactorily later, and we are all very, very much concerned about it.

MR. GLICKSTEIN. Do you think that compensatory programs can somewhat improve the situation?

DR. BARRY. I think it improves, but there is some other factor apparently, a more negative one that keeps these from being the ultimate answer in my judgment. I think we tend to, in these ghetto schools, and I hate to use a word that has been used so much, that these essentially *de facto* segregated schools, they are schools that ultimately seem to be taught at and learn at a level that is not in keeping with what we are hoping for ultimately in Syracuse.

MR. GLICKSTEIN. As an educator, a person who has been involved in education for many years, do you have any views about whether compensatory education is compatible with the type of education that should be provided in a free and open society?

Dr. Barry. Well, if it were ultimately to be ghetto schools with the best of compensatory education, I would view this very, very dimly. If we could have an integration and with compensatory services for those who aren't learning up to expectations, I would say yes. But I firmly believe that America has to face up to the fact that there are many children attending segregated schools, and the quicker we can do something about it, the better.

I feel we are locked into a problem of how to do it, and this is where our big issue at the present time is in Syracuse, but I don't think there are many that would agree that we shouldn't do it. I don't know whether I've answered your question. I would like to say integration and compensatory services for all children needing it, remediation, remedial services, surely. Compensatory services to upgrade schools that are failure schools or whatever you want to call them, no.

Mr. Glickstein. Dr. Barry, would you describe the efforts in Syracuse to reduce racial imbalance?

Dr. Barry. We have made boundary shifts. We now have four high schools as was indicated, three peripheral high schools. We originally had seven high schools and it's been reduced to four larger ones. Three of them are essentially new schools located on the outer reaches of the city. And Central Technical High School, which is a very high performing technical high school and comprehensive high school along with it, is in the downtown area, but is an open school and we service many children in technical programs from the total city. It has the heaviest incidence of nonwhite children, but it is one of the very good schools, I think, in the city and in the land.

Our junior high schools of which we will ultimately have eight are being located and have been located with the racial balancing situation in mind, and with the completion of southwest for which the land has been cleared and the plans being drawn, and perhaps the location of one more junior high school on the north side of the city, our junior high schools should be flexible enough with minor district boundary changes to effect good balance.

The Commission on Human Rights is a State Commission, and it has indicated that it has little concern if we follow through on this with the junior high school or the senior high school. We have shifted boundaries at a number of districts in an effort to keep some schools from increasing the nonwhite population. However, I would think that as we look ahead, the big danger here is the annual fuss, if I may call it that, that we have every time there is shifting of boundaries, closing of schools, movement of children.

I would hope that ultimately, as I mentioned earlier, that the so-called campus site or the park plan might be the long-range planning toward an integrated educational program in the city of Syracuse that we could live with permanently and year in and year out without this constant change.

Now, first we did boundary changes. Sumner School boundary was adjusted, and this is the school that's in the 40 percent area and the Thornden Park, east of the University area. Children were for the first time moved across Perry Boulevard to a north side school. We closed Brighton School, which was on the south side and was not mentioned. It was an elementary school. It was about a third nonwhite. We redistributed those children into nearby schools using race as a factor in keeping it balanced.

As was indicated, we closed Washington Irving and Madison Schools, Madison being the one junior high school that was predominantly Negro, and Washington Irving, one of the two schools that year that were predominantly Negro, and bused these children into some 16 or 18 schools throughout the city so at the present time we have but two schools in Syracuse that are so-called all-white schools. Every other school has a Negro population. Some of the testing and results that we have done on this out-busing has shown some rather good results. And I guess we would always like to put forth the best one, but if I might just introduce one bit of evidence on this out-busing, sir?

MR. GLICKSTEIN. Yes.

DR. BARRY. Mr. Cabeceiras, would you put the report on the matched pair study——

Thank you. We closed Washington Irving Elementary School and distributed the children in small numbers throughout a number of elementary schools. Our research department followed the third grade that became fourth grade last year, and did a matched-pairing operation with an equal number in Croton School. There were 24 fourth graders that they could trace still being bused and 24 matched ones in Croton School, our *de facto* segregated school, that's been mentioned.

They were given a reading test, the California test, in September and later in May. This is a matched pair graph of the progress. In the efforts of saving time I would like to say that the 24 children who were bused out and placed in some six schools—they were traced into six schools, I believe—achieved from September to May a total of nine and two-tenths months progress in reading, while their matched counterparts matched age for age, sex for sex, and I.Q. for I.Q., did but four months.

I think this is an indictment of segregated education, and it shows some of the promise that there is in integrated education.

Now we have another graph of the children that were mentioned by your report, the 54 or the 58 that were bused to Edward Smith. These were lower graders.

Mr. Glickstein. Dr. Barry, before you proceed with that, may I show you a copy of a report entitled "Study of the Effect of Integration, Washington Irving and Host Pupils" and ask you if this is a report that you were just referring to?

Dr. Barry. Yes, it includes the Edward Smith report, too, and if the staff has that then I——

Mr. Glickstein. Mr. Chairman, may we introduce this in evidence as Exhibit No. 12?

Vice Chairman Patterson. So ordered.

(The document referred to above was marked as Exhibit No. 12 and received in evidence.)

Mr. Glickstein. Proceed.

Dr. Barry. Now, I expect if this represents an approach, the closing of these two schools, then in the interest of consistency, the superintendent, not only in the interest of consistency but something in the interest of what he believes, I would like to see the time in Syracuse when there were no downtown schools. Negro, white, mixed.

I think of a city school and I attended one as a very small boy, in Little Falls, New York, as a sidewalk and a brick wall with no play space and not much promise, not much lilt to the kids who go there in the morning. So I have talked to the board, and this was long before the Croton situation came up, that I would hope some time we could close out the down city schools, and in the case of Syracuse this would be a number of them.

And so in keeping with that, and the fact that we have closed three, Brighton, Washington Irving, and Madison, the superintendent recommended to the board that on a phasing-out process, we start the closing out of Croton School. This ran into some strenuous opposition on the basis that in the closing of Madison and Washington Irving, the total burden fell on the Negro pupil, the burden of busing and being taken away from the neighborhood.

There had been several proposals that a modified Princeton or Englewood Plan be adopted using the downtown schools by using contiguous districts on a cross-busing. But I still would like to think that we are working toward the elimination of downtown schools, but, as I say, a number of groups, the parents' group at Croton and some six or eight neighborhood and civil rights groups raised some strong opposition to this procedure; that we are moving perhaps the one community thing out of that area. That would be the school.

So, in an effort to still work toward integration in some way, we undertook in late summer, much too late, an operation we called Operation 700. We brought the clergy into this on a citywide basis and others hoping that in the city of Syracuse there would be 700 youngsters whose parents would feel that they could voluntarily and enthusiastically permit their children to aid in the integration of our largest *de facto* segregated school.

The television stations, the press and all media were very cooperative. In some three or four weeks time we had about 225 interested inquiries, approximately 60 commitments which were released when the 700 number did not come up. So as a result, we are more or less back where we were.

Croton School is a bit smaller this year. The urban renewal and other things have brought that about. We have a program of extra services, again compensatory education in Croton School. Our communications, as a result of the problems we have had in that area, are not as good as they were a month or two back.

We had hoped to bring in the State Education Department—Commissioner Allen had committed himself to this—Syracuse University, and the parents representing the parents' group at Croton to continue to work toward better education even under segregated conditions until I suppose there was more light on the subject or more movement from the board to the superintendent's point.

I think this will be re-established. I think there's a genuine concern. Syracuse is fortunate in having a great deal of leadership in the Negro community that does not want to see these children who made four months' progress go through another year in that school. I think all the things that were said this morning about opposition from other segments of the community probably apply in Syracuse.

I think there is a moderation movement. I think given some time, and I don't think we should be given too much time, I think that through some of the devices we are exploring, we can bring about total integregation, which then I think gives some promise of providing the kind of education you've been talking about.

Mr. Glickstein. Dr. Barry, I think I interrupted you when you were about to tell the Commissioners about your experience busing students from Croton to Edward Smith School. Would you briefly tell us about that?

You told us that in busing students from Washington Irving, those were the students that improved quite a bit. How about the students bused from Croton to Edward Smith?

Dr. Barry. In an effort, I suppose, to experiment with integration and to experiment with putting nonwhite children into a predominantly white school, this is a school that is in the neighborhood area of the university, and it is a very high performing school. We proposed that 58 children originally in Grades 1 and 2 be bused in.

Children selected on a random basis, because I don't think it is enough to pick out the high performing Negro child and put him into a high performing school. Our job of education is to make full citizens out of all of them.

So we did a telephone book selection process, every eighth name or twelfth or whatever it was. When we could not get that one to agree, we would move one number the other way. We ultimately got the numbers and did some staff preparation. There was a considerable amount of community involvement. We had our problems with that move.

The children basically that have been in that process have now completed two years and are in the third year, and we have been filling up the numbers from the same families.

A report was done I think by Dr. Willie who is to be a witness later; by Jerome Beker from the Youth Development Center at the university; statements by the principals and so forth indicated that the progress academically was not quite so dramatic perhaps as the one I showed you on the bar graph. But if you would put this regression, these round ones represent the children who are left in Croton as a control group. The other ones were a small number of matched ones at Edward Smith, but it shows that this is the regression line, the expected performance, that more of these came to it, and this was the general feeling.

In informal statements, the principal feels now in the third year that this is going quite beautifully, the children are fitting in, there's a great deal of effort on the part of many of the parents in that school to invite them into the homes and to go all out toward——

We have also some opposition to the process that was pretty strenuous.

Mr. Glickstein. But the children bused to Edward Smith did not achieve as well as the children that had been bused——

Dr. Barry. No. Many people have asked me the question, if I may just make an effort on that. This particular experiment some three years back got a tremendous amount of visibility. It was researched and written up. Research groups had observers in working with the children, living with the children, walking with the children. I'm not so sure, but there was a kind of a reverse Hawthorne effect, that perhaps there was too much visibility.

This last one where the children went into the schools as a kind of accepted way, like any other youngster, these are the higher performers.

Mr. Glickstein. Dr. Barry, may I show you this report and ask you whether this was the report on the busing into Edward Smith that you have just described?

Dr. Barry. It is, sir.

Mr. Glickstein. May we have this introduced in evidence as Exhibit No. 13, Mr. Chairman?

Vice Chairman Patterson. So ordered.

(The document referred to above was marked as Exhibit No. 13 and received in evidence.)

Mr. Glickstein. Dr. Barry, has Syracuse utilized funds under Title I of the Elementary and Secondary Education Act of 1965?

Dr. Barry. Yes. We had in the neighborhood of $1,400,000, and at the termination date in September, we had expended all but a small portion of it.

We were unable to mount a program because of the lateness of the funds last spring, but we did go into a rather ambitious summer program of teacher training, summer school programs, Higher Horizons projects, such as a hosteling program, physical education. I think we had a huge number of children practically all who were eligible from the disadvantaged community involved in some kind of a summer program. It has not been funded, as you are aware, since we are continuing basically as we did last year, except that we are picking up about $700,000 worth of programs from our poverty brother, the C.F.O. the Crusade For Opportunity in the city.

These in-school programs will be ours and are ours. Now, these are the guidance facilities, the visiting teachers, the social workers, and so forth.

Mr. Glickstein. Do you think that Title I funds help facilitate integration?

Dr. Barry. I think some. I would not want to say that this is the total answer to the facilitation of integration. I think we are restricted some in the use of them, because if you move children out in small numbers, it's difficult to justify the use of Title I funds because of the restrictions on them in certain higher performing schools, and so maybe the services don't follow the youngsters when these services are always needed.

Mr. Glickstein. Do you mean if you disperse the children to such an extent you might lose all of your Title I funds?

Dr. Barry. Well, I think they are looking much more carefully at the movement of funds away from the deprived area, and are viewing with some misgivings where this happens. We have felt that there is a greater interest on the part of Washington in keeping these in the deprived areas.

Mr. Glickstein. Keeping the funds in the programs in the deprived areas?

Dr. Barry. This is correct, the so-called target areas as we refer to them in Syracuse.

Mr. Glickstein. I have no further questions, Mr. Chairman.

Vice Chairman Patterson. Dean Griswold?

Mrs. Freeman?

COMMISSIONER FREEMAN. Yes.

Dr. Barry, with respect to the restriction on the Title I funds, I would like to know if these restrictions are a part of the regulations of the Federal agency?

DR. BARRY. Well, I think there has to be clear justification when the application goes in for the approval of the program and where it's to be used, and I expect in a way this is a kind of restriction. I think perhaps a year ago, we were able to do some things such as a board lunch program for bused children, and some of this went into schools that perhaps by a later definition you would say might not need it quite so much.

COMMISSIONER FREEMAN. I am concerned about the role of the Federal Government here.

DR. BARRY. Yes. I don't think we need all the flexibility in the expenditures of funds from the Federal Government, but I think this morning's testimony indicated there is a bigger something rather than to put a reading book here or something else here. This is a whole attitudinal change that needs——

We need the tooling up of teachers, we need a leavening something in this society of ours if we're ever going to do anything with this, and I don't think putting a thumb in the dike here with $80 or $80,000 or $8,000,000 or something else of this sort is the total answer to it.

I think that perhaps it is more justifiable when the money is appropriated, but we have to get back into something that's more basic. Maybe it's a higher level of teacher training to deal with disadvantaged children. And Syracuse has a very good program although a very limited one in the area of urban teacher training. We work with the university on this and the Ford Foundation.

Perhaps these are some of the things that make the ultimate answer possible, because you have staff resistance. Because we are at the bending place in history it seems to me. And I'm getting a little emotional on this, and I don't mean to, Mr. Chairman. We are trying to bridge, narrowing, a kind of middle class education was the thing we had in the thirties, the forties, whatever it was. Many of us have gone over from there to a time when the demands are just unbelievable.

I don't think that a dollar here or a dollar there necessarily is the answer. Commissioner Allen indicated that attitudinal changes, and if you have any influence as a Commission, if you could get at those groups in our society, churches and other groups, that somehow perhaps could and should be working on attitudinal changes; because, again on this emotional pitch, if we have one thing that we need to preserve now, it is probably our freedom more than anything else and I think the issue here is much more basic to democratic society than anything else. It is at the roots of it. I guess this, not saying it too well, is what I'm talking about. I don't want to see a patch here and a patch there. I think we in Syracuse need to sit back and bring in everybody concerned and take a little longer view, because if we can build campus schools and all the whites can move out of the community just as fast that way as they can somewhere else. We can build campus schools, and perhaps there will be no one in them, I don't know, but the problem's a big one.

VICE CHAIRMAN PATTERSON. Any further questions?

Dr. Rankin?

Mr. Taylor?

MR. TAYLOR. Well, on this question of your proposals for campus schools, is it your feeling that these schools are being planned to benefit all of the students who will be attending them, not simply the Negro students? Will these schools be a benefit in quality of education to white students?

DR. BARRY. May I get just emotional once more, Mr. Chairman?

VICE CHAIRMAN PATTERSON. Feel free. You are very eloquent, Mr. Superintendent.

DR. BARRY. The shine has gone off the city. I was born not too far from Syracuse in a very small rural community. And back then it was the desire of every teacher, everybody, to somehow head for Syracuse or some city. Syracuse, when I was in college in Syracuse, would not take teachers unless they taught three years in a suburban community. This was the hallmark of achievement to be selected to teach in Syracuse.

The tax base was expanding and growing, industry was moving into the city and then somehow from the depression on down through to the present time, it seems to me, everything has gotten old in the city and tarnished a bit. The sewers are old, the streets are old, the city halls are old, and the schools are old. I don't believe that relocating a school that looks like a suburban school with some stone work on it, and without changing anything else is going to keep people in a city. So I think that the campus plan that we have, if I could take a moment on this, because this has been a good week from our campus plan standpoint, a national foundation has committed itself to funds for the study. A local foundation, contingent upon the first one, has given funds. Title III of the Federal Education Act has appropriated nearly $50,000—I guess I wasn't supposed to release that. We have a fund approaching $150,000, a staff being formed, a separate office being set up to study what kind of an educational program, using every possible advance that will be as fresh in 1980 as it is today, that we can put into that.

This is team-teaching, team-planning, the use of electronics.

We've talked with some of the big electronic firms about coming in and helping on information retrieval, centers for learning, for experimenting in some of our schools about individual learning approaches. We'd like to have this so it is not only pretty with trees where kids could look at it, but inside would be the best bang-up program in education in the United States of America, and we'd like those in four places so that every youngster in the city of Syracuse, regardless of color, height, anything, could go to them if he wanted to.

These are planned on the outside areas of the city where we can get space. We have two sites, one approximately 60 acres and another one which can be expanded to be at present under consideration. We're saving up our money. We have some schools that needed replacing a year ago. We are saving that money up and hoping to accumulate enough to get one or two of these built and staffed and programmed so that everybody would want to come that way instead of that way.

Mr. Taylor. Will the size of these complexes or campus sites permit you to do things that you could not otherwise do in smaller locations?

Dr. Barry. We have no libraries except voluntary ones in any of the schools in Syracuse. Every other county school from here to Buffalo and back has libraries, and I think children in Syracuse should have libraries. We can do this in four centers. We can't do it in 30. The remedial services, the excel services, the programs for kids to go off and study alone, and this is something I feel strongly about, the opportunity to learn, we don't give them in school often.

We would like to fashion this program so that all of these services that we never can duplicate 30 times can be there in good number. For instance, an auditorium in which I was speaking, Clary Junior High School, I said to the principal a while back, "How much has this auditorium been used this week?" He said, "Well, your meeting was the first we've had in over a week."

Here's a big auditorium that could have served five schools, sitting there idle. We can have this for all the elementary schools and we don't have it.

We are trying to retain in this flexibility, some neighborhood characteristics and a general policy of integrating at the citywide average level. This is a preliminary rendering by an architect of the central service here which would include the common services with the houses around here, which would be pure classroom.

We think this has economies from building. There are some other things in terms of, oh, busing, and other parts that a study will attempt. There will be a community committee broadly represented, a lay committee, to work with us on the study to see that these questions, similar to the one you just raised, are put into the study and are answered.

Mr. Taylor. Just to come back to the present for a moment. Do you have any indications based on your experience so far that integrated classrooms benefit white children as well as Negroes?

Dr. Barry. Well, I think I'd have to agree with the Commissioner, that this gets to be an immeasurable thing, but I would like to think that it does. The actual, concrete studies, and I think Dr. Willie's study showed this, other studies have shown that there are no adverse effects.

The study on the Croton-Washington Irving shows—if you want, I could even read in favorable ones, but I think there are other things that might have caused that. Classes with Negroes in this year, in some cases, have performed at the highest gain level of any group in the last four years in that particular school where there were no Negroes in it. So I could use that and say, yes, they do benefit academically and so forth, but it may have been a different kind of class, too, so I wouldn't say that.

But we have no record of anything adverse that we know of. People tell us that there are adverse things. I think it is attitudinal. If somehow our society could send children to school without this weighing on their minds each morning that this isn't a bad place to go, we would resolve a lot of it.

Mr. Taylor. Thank you.

Vice Chairman Patterson. Until we come to your campus plan, we are stuck with the existing school plan. And if we go into a large-scale transfer of Negro children into white schools, then you are going to, arithmetically, you are going to have to get some white children into Negro schools. Now if that came and if those were poor schools as many predominantly Negro inner-city schools now are, then would you be damaging the white child?

Dr. Barry. It wouldn't necessarily, but I think it would, because I think the attitude—I think a child has to go off in the morning with the blessing of the home. I think this because the emotional problems in the school quite often center back to a fight at breakfast or something they got sent off with. I think there has to be some acceptance on this. I think under these conditions it would work, it wouldn't damage, because I think we could mount a program, if we can integrate, and if the children coming there are high performing enough and you can catch up a spirit of this thing with the home back of it, I would say so. But without that, I think you would be damaging the whole program.

Vice Chairman Patterson. Dr. Barry, what grades would you have in your campus schools?

Dr. Barry. Preschool through sixth.

Vice Chairman Patterson. Preschool through sixth grade? High schools and junior highs continuing as they now are in Syracuse?

Dr. Barry. Yes, because we've completed, just from an economic standpoint, a $22 million building program centering chiefly around these, and they are located so that the racial part is pretty much well controlled, as I indicated.

Vice Chairman Patterson. So if you had four of these preschool through sixth grade, how many children would that be in each of the campuses—

Dr. Barry. About 4,500, sir.

Vice Chairman Patterson. 4,500 in each of four. What is your per pupil expenditure at this time in Syracuse?

Dr. Barry. $710 operating for the year coming up after January. $710 and about another $60 for building, that makes it $770. Our budget incidentally in Syracuse, went up less percentage-wise than any of our neighboring schools.

Vice Chairman Patterson. One final question.

Going back to your control group that only progressed four months in your test, while the transferred students went up nine months, would you tell us the composition of the faculty in the school where the four months' progress occurred?

Dr. Barry. The Syracuse city school makes an effort, and I guess I have to say we make an effort, to have equal staffs. We want no Siberia. We want no land of milk and honey in terms of the schools. I can't answer that as well as I would like to.

I would question if the staff works any less hard at Croton. I would question if you averaged out their training and the rest that it would have less. But if I could read anything into it and there's no evidence on this, it seems to me that working in a classroom with lower motivation and lower initial achievement, after a while any teacher tends to perhaps average down to where she begins to get successes. And when that happens, is the teacher a less good teacher? And I think the public would say yes, she is.

I think this is a complex of facts. I would pick out some of our best teachers in Croton. And yet perhaps the job they are doing, you would come in and look at it and say, "No, they aren't as good as they are in some other schools." But I think it is an inter-action kind of thing of community, school, youngster, aspiration, the attitude toward that school. Now this year we have gone out into our experienced staff, even the superintendent in Syracuse has been involved, in discussing individually the help that we need in experienced, good teachers going into this school and we've made some movement that way.

Our urban teacher program, which trains a number of young people who may have a kind of a Peace Corps attitude toward teaching and want to work in this area, this year we feel that after three years that we got the best of this group to stay in Syracuse. I talked with two of them who will be in that school. Now I think we are beginning to get at this. But it takes more than a year sometimes to shift gears and do this. We need a better trained staff, a more adept staff in these schools that have been mentioned. I think we need them better all over.

Vice Chairman Patterson. Thank you very much for your testimony, Dr. Barry. We appreciate it. You are excused. Would you call the next witness, Mr. Glickstein?

Mr. Glickstein. The next witness is Mr. David Jaquith.

(Whereupon, Mr. David H. Jaquith was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MR. DAVID H. JAQUITH, PRESIDENT OF THE BOARD, CITY SCHOOL DISTRICT, SYRACUSE, NEW YORK

Mr. Glickstein. Would you please state your name, address, and occupation for the record?

Mr. Jaquith. David H. Jaquith, 1703 Euclid Avenue, Syracuse, New York. I am one of the seven Commissioners of Education for Syracuse and president of the board for the Syracuse City School District.

Mr. Glickstein. How long have you been on the Syracuse board?

Mr. Jaquith. I am in my seventh year on the board, my third year as president.

Mr. Glickstein. When you first became a member of the board, how did you feel about ending *de facto* segregation in the Syracuse schools?

Mr. Jaquith. The initial consideration in Syracuse occurred in 1961, on our first board vote to consider racial composition in determining school boundaries. The vote in favor of considering racial situations and school boundaries was five to two. I was one of the minority voting no.

Mr. Glickstein. What was your reaction to the directive of the State Department of Education regarding racial imbalance?

Mr. Jaquith. I was quoted in the press that the Commissioners' action was a new high in stupidity for the State Education Department where just average stupidity was routine.

Mr. Glickstein. Have you changed your opinion since then?

Mr. Jaquith. I recognize that there are some considerations about performance of students in segregated schools that I did not—of which I was not aware at the time.

I don't think the State Education Department is any smarter now than I did then.

Mr. Glickstein. Have you changed your opinion about the need to overcome racial imbalance?

Mr. Jaquith. As Dr. Barry testified, we set up and operated a compensatory education program for three years in Syracuse. I think it was a reasonably well conceived and well staffed and well executed program as compared with all the other compensatory programs I've read about and heard about, and we got relatively poor academic results. This brought me, individually, and the board to the belief that there must be a better way.

Mr. Glickstein. Then you were disappointed in the results of the Madison Area Project?

Mr. Jaquith. At least as far as Syracuse was concerned, compensatory education did not prove to be very successful in academic terms.

Mr. Glickstein. How do you view the results of the attempts to bus Negro children to predominantly white schools?

Mr. Jaquith. I have—perhaps I should say and it ought to be repeated almost before every question and recognize that I do not speak for the Board of Education. I have no authority to. We are in the realm of personal opinion. I have a tremendous regard for the professional competence of the top staff of the city school system. While some of their recommendations and research reports startle me, I have as yet been unable to quarrel with the method or the conclusions, and I think there's no question we got significantly better results in terms of educating these disadvantaged students by dispersing them to middle class schools on the periphery of the city.

I think there's no question about it, and actually if you talk about it or think about it just in that abstract manner, you might be led to believe that this might be the result. I was persuaded before this study was available. I was persuaded because in the third year of the compensatory education program when it wasn't going very well, the staff recommended and the board concurred that we would make these experimental transfers, Croton to Edward Smith, and Madison to Levy.

The result that impressed me rather promptly was that the Madison Junior High School students who were sent to Levy, Madison being a predominantly Negro junior high school, Levy being a predominantly white high-achieving junior high school, I think there were 30 students transferred and the faculty and staff said very promptly, mid-way through the year even, that most of these children were doing much better in Levy than they had been doing in Madison.

This I think was somewhat of a shock to the people running the compensatory program in Madison Junior High School, so one way or another, all of these children were interviewed again, junior high school level students, in essence asking, "How come you're doing so much better this year when last year with all the extra staff and assistance you weren't doing very well?" In one sentence, the general answer is that at Madison Junior High School, if you cooperated with the teacher and did your homework, you were a "kook".

At Levy Junior High School, if you don't cooperate with the teacher and don't do your homework, you are a "kook". Peer pressure has tremendous effect on the motivation and motivation has a tremendous effect on achievement.

Mr. Glickstein. Do you think that there are educational or social disadvantages to abandoning the neighborhood school concept?

Mr. Jaquith. Well, I've never been quite as enthused about the neighborhood school concept as some other people are. The presumption is that neighborhood schools are a good idea if the neighborhood makes a contribution to the school and I'm not sure that in our disadvantaged areas, the poverty areas, that the neighborhood school is such a worthwhile concept.

In the campus plan, as proposed by the staff and which will be under very detailed investigation, we're really talking about neighborhood schools. Children from a given neighborhood will go to the same school with their friends. In the same school will be children from other neighborhoods, so they may be neighborhood schools in terms of their playmates, but the schools will not be located in the neighborhoods.

Mr. Glickstein. Mr. Jaquith, what changes do you think should be made in the fiscal structure of New York State if Syracuse is to have adequate revenues for its educational programs?

Mr. Jaquith. Well, the practical situation is that Syracuse, where in Central New York the real educational problem exists in terms of disadvantaged kids and under-achieving kids, we get in State aid in the coming year about $250 per pupil. The richest suburban school district, with a high concentration of individual wealth, will get this year about $400 per pupil. There's something the matter with the formula which gives this result.

Mr. Glickstein. Do you have any proposals for modifying it? How does Syracuse raise its money for education?

Mr. Jaquith. In Syracuse all the education money locally comes from a real estate tax. Traditionally, the schools have gotten approximately 50 percent of the real estate tax. Actually, the percentage available to education has been drifting downward a little bit. It's under 50 percent. When I came on the board, it was just over 50 percent.

Mr. Glickstein. And your budget has to be submitted to the City Council for approval of the board estimate?

Mr. Jaquith. For financial purposes, the school system is a department of the city and we are beset by the fact that there are very strict constitutional tax limits on how much revenue may be raised for all city purposes. Now the city has gotten out from under the effect of this limitation by adopting a city sales tax. But in Syracuse, no part of sales tax revenues comes to education.

Mr. Glickstein. Do you think it would be beneficial if the school board had independent authority to raise its own funds?

Mr. Jaquith. Well, fiscal independence is one of the things that professional educators have been advocating and other people advocating for some length of time. I'm not sure that I have any great opinion pro or con on fiscal independence *per se*. In Syracuse, during my term on the board, there's been reasonably good cooperation between the city and the school district. We haven't been shortchanged on available funds.

It wouldn't be fiscal independence that would help, but if fiscal independence changed the constitutional tax limit, that might give some additional revenue. But even that I don't think is a realistic approach because there is some limit to how much money you can practically raise from real estate taxation, and we may be very close to that practical limit now anyway.

In other words, I think it takes more than real estate tax sources for education in the city.

Mr. Glickstein. Such as sales tax?

Mr. Jaquith. Such as the sales tax.

Mr. Glickstein. How about Federal aid? Could you suggest ways to improve the programs of Federal aid to the city school systems?

Mr. Jaquith. Well, when a year ago this summer, June or July, July, I guess, when the announcement was made that Syracuse would have $1.4 million of educational funds I was quite pleased. Then they announced that it would be administered by the State Education Department and I began to realize that nothing would happen very soon, and this is correct. The allocation of $1.4 million to Syracuse was presumably made in the summer of 1965 for the '65–'66 school year. We were to get our rules and regulations and forms from the State Education Department. They arrived in Syracuse the last week in December. We had them filled out in quintuplicate and all exhibits and so forth were back in Albany in about 18 days or 15 days or thereabouts, more than two and less than three weeks, so they were there about the 15th of January in Albany.

The first verbal approval we got on anything was March. The first written approval we got was April. The first money we got was May. This was for the '65–'66 school year, and if we didn't use the money by the first of September, it vanished.

Mr. Glickstein. So I gather you think there are ways to improve at least the manner in which Federal funds reach you?

Mr. Jaquith. Yes, but there's a greater problem than that. Built into the law which provides the money are some restrictions which make its use less efficient and less effective. I'm not an expert educator, but I'm now persuaded that there's no substitute for quality teaching, that if you don't have first class teachers, you're never going to make it in educational terms. The more difficult the problem in terms of the heterogeneous mix of kids, the more important it is to have a first class teacher.

The fact is the cities are not competitive with the suburban districts in terms of professional compensation. The first year I was on the board, I'm told that every single applicant who walked into the city school office for a job was offered a job. It was nowhere near as bad as that in later years, but we have used every penny we could scrape up from the city trying to maintain competitive salary scale with the suburban districts.

Actually, when I say competitive, I mean equal.

And that isn't what's necessary. Urban teaching is a tougher job. There are some highly motivated teachers for whom money is not the major consideration, but if we want to across the board to solve the problem in Syracuse, we need a pay scale of $300 or $400 higher than the suburban areas, and one of the things from the Federal law is that you can't use the money for that purpose.

Mr. Glickstein. I have no further questions, Mr. Chairman.

Vice Chairman Patterson. Dean Griswold, do you have any questions?

Mrs. Freeman?

Commissioner Freeman. Mr. Jaquith, you've indicated that the State Education Department is somewhat less than responsive to the needs of some of the cities.

Mr. Jaquith. I think I said it more strongly than that.

Commissioner Freeman. I said you indicated. What proposals, what do you think should be done to change it?

Mr. Jaquith. I have some personal respect for Dr. Allen and his ability, but recognize the State Education Department is comprised of people who are under Civil Service and have tenure. Their average ability and competence is so low that I know of nothing to do but abolish the Department and start over.

Vice Chairman Patterson. Dr. Rankin?

Commissioner Rankin. You mentioned the fact that the compensatory program was a failure insofar as Syracuse was concerned. Am I correct in that?

Mr. Jaquith. Insofar as our program was concerned, we did not get the expected results. Maybe we didn't do it as well as it could have been done. If I were starting over, perhaps we would be better off to concentrate on the first three grades instead of the higher grades, but our most critical problem was in the junior high school level. That's where the effort went. We didn't do very well.

In terms of last year where we were trying to run compensatory programs at Croton Elementary School, we haven't done very well. No matter what, we couldn't have done very well in the Croton situation last year because there are so many groups in the community who are proclaiming in loud voices that Croton School is no good, that whether it was good or not, everybody connected with it believes it's no good, and you've killed any chance for effective education in that situation.

Commissioner Rankin. But Syracuse is not so unusual that you would not expect a difference to result in a different town?

Mr. Jaquith. Well, my experiences with Syracuse, I was initially an advocate of compensatory education. I no longer think that it's going to be a very effective solution.

Commissioner Rankin. Are you going to run for a position in this new Constitutional Convention?

Mr. Jaquith. I am a delegate-at-large, but I'm running on a party ticket where nobody needs to worry about getting elected.

Commissioner Rankin. It's in this convention where you have an opportunity or somebody will have an opportunity to correct some of these restrictions that now exist under State law that are so binding in the field of education?

Mr. Jaquith. Actually, we start—The legislature in New York State which set the State Aid formula is a political legislature, and they set it for political considerations. This favoring the rural and suburban areas is not accidental. That's the way our legislature was then composed.

But worse than that, the legislature keeps putting their sticky fingers in educational policy.

We have the teacher salary schedule set by the State legislature, and that's ridiculous. We have a tenure law which is ridiculous. We have requirements to run specific mandates, to run specific kind of programs under specific situations and, by and large, in my opinion this is ridiculous, because our legislature responds essentially to political pressures, not to reason.

Commissioner Rankin. Thank you.

Vice Chairman Patterson. Mr. Taylor?

Mr. Taylor. No questions.

Vice Chairman Patterson. Mr. Jaquith, I gather that rather than attempt too long and too hard to improve the quality of the inner-city predominantly Negro school, you would close it?

MR. JAQUITH. Actually, I said before that I have tremendous respect for the competence of Dr. Barry and our top staff. Before he was hired as superintendent, he announced to the board that he sees no future for education in the inner-city. The atmosphere was wrong and would always be wrong. I think, therefore, when the board hired him in the face of that recommendation there might have been a little board belief that this is the direction we move.

Incidentally, in Syracuse we are in a relatively favorable situation as far as getting at least the first couple of these things under way. While Syracuse has very great problems in terms of operating money, we are not up against the same constitutional tax limits for construction purposes, and we have a very smart and alert mayor who controls the Board of Estimate, which in effect controls capital expenditure and budgets.

There's no political division between the Board of Education and the Common Council. I really anticipate that this program is going to be approved on a rather tight schedule and that the first complex will get up.

Now, the staff has testified in effect that if we can have this kind of a complex, we will get very fine educational results. If we do, the program becomes self-generating. If we don't, why, it will become a dirty word in Syracuse.

VICE CHAIRMAN PATTERSON. One final question, Mr. Jaquith, a political one.

Many of us in this country are entering a period of reapportioned legislative government and wondering where the chips are going to fall. What's to keep the large city from making an alliance with the rural areas against suburbia instead of vice versa?

MR. JAQUITH. Well, that isn't what's going to happen in New York. What I'm afraid is that the net result of the reapportionment situation will be to turn the New York State Legislature over to New York City, and then we've lost all hope up-state.

VICE CHAIRMAN PATTERSON. So you see no chance of such alliance in this State?

MR. JAQUITH. I see no chance of that kind of an alliance. Actually, if we had not got ourselves in Syracuse up against this emotional issue of who gets bused, and I completely understand the basis for the concern of the Negro community, whose children are being bused out. They ride the bus. Of course, riding the bus is par for the course in suburbia, but if we had not gotten up against this emotional issue of who gets bused, I could visualize the solution of our racial balance problem in a, oh, three year period, whether or not the Campus Site Plan came into effect. I think we would have closed all three of the predominantly Negro schools, except as of then we had no space in the other schools around the community to take the students.

Now we have made some use of temporary or relocatable classrooms. I think we would have done some more if we had to. Our enrollment tends to drift downward instead of upward. This takes a little pressure off perhaps. I thought a Syracuse solution to the racial balance problem was in sight.

The concern of the community, the resistance to integration *per se*, which was very great a year and a half ago when it was first proposed we bus out, this kind of opposition and concern has largely vanished. There was no drop in performance in any of the schools to which these children were taken. There had been no disciplinary problems. There's been nothing else that has aroused the community to resist out-busing, except the concern of the Croton parents and some of the groups where this, as I say, they just don't think it's fair for all the burden to be borne by the Negro community.

On the other hand, our experience in—I think the practicality of moving, trying to use cross-busing in Syracuse would destroy the city school system, between now and the time we could get the Campus Site Plan up. The parents are just not going to let their children be bused to Croton. Whether their reasons are valid, whether they are wholly emotional, the fact is that they won't come. They'll leave the city, they'll go to private or parochial schools.

This is what happened in our one prior attempt to transfer a large block of white students to a predominantly Negro school. If the transfer had gone through and the students had gone it would have been approximately a 50–50 school, and recognize it would have had in the visible things a better educational situation, a smaller pupil-teacher ratio, more peripheral programs, more assistance.

From a program standpoint, Madison Junior High School, when we tried to transfer whites to that school, on paper at least, it was a highly attractive program, and the program which existed in the school we closed wasn't very attractive. It was too small a school to have had a comprehensive program.

Vice Chairman Patterson. Thank you very much, Mr. Jaquith. The Commission appreciates the candor of your testimony. You are excused.

The hearing will stand in recess until 3:35 p.m.

Vice Chairman Patterson. This hearing will come to order. Does Counsel have some exhibits for entry into the record?

Mr. Glickstein. Yes, Mr. Chairman. I have a statement entitled, "From the Syracuse Committee for Integrated Education", which the Committee would like to have introduced into the record, and we introduce this as Exhibit No. 14.

Vice Chairman Patterson. It's accepted as Exhibit No. 14.

Mr. Glickstein. We have a statement from a witness who appeared yesterday, Minister Franklyn Florence, in response to some testimony given here this morning that he would like to have made as part of the record. May we have this introduced as Exhibit No. 15?

Vice Chairman Patterson. So ordered.

(The documents referred to above were marked as Exhibits No. 14 and 15 and introduced as evidence.)

Vice Chairman Patterson. Would you call the next witness?

Mr. Glickstein. The next witness is Mrs. Gloria Mims.

(Whereupon, Mrs. Gloria Mims was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF MRS. GLORIA MIMS, SYRACUSE, NEW YORK

Mr. Glickstein. Mrs. Mims, would you please state for the record your full name and address?

Mrs. Mims. My name is Mrs. Gloria Mims. I live at 130 Stewart Court, Syracuse, New York.

Mr. Glickstein. Do you have children in the Syracuse schools?

Mrs. Mims. I have nine children in the Syracuse public school system.

Mr. Glickstein. And in what schools are they?

Mrs. Mims. Six children go to Croton School, two to Levy Junior High School, and one to Central High School.

Mr. Glickstein. Do the children who go to Levy and Central formerly go to Croton?

Mrs. Mims. Yes, they did.

Mr. Glickstein. Are you a member of the Croton Parents' Association?

Mrs. Mims. I am.

Mr. Glickstein. Would you please tell the Commissioners what the Parents' Association is and what it stands for?

Mrs. Mims. The Croton School Parents' Association consists of parents who have children who attend Croton School. We are like any other PTA in the schools. We attend the schools and meetings to see that our children get the proper education and work system. We have banded together extra strong during the past couple of years on three issues: to keep Croton School open, integrated, and to give quality education in it.

Mr. Glickstein. Mrs. Mims, have you at any time withheld your children from going to Croton School?

Mrs. Mims. On two occasions, I have.

Mr. Glickstein. Are they going there now?

Mrs. Mims. Yes, they attended Tuesday of this week.

Mr. Glickstein. They went Tuesday of this week?

Mrs. Mims. Yes.

Mr. Glickstein. When did school open?

Mrs. Mims. Last Thursday.

Mr. Glickstein. And they didn't go for the first few days?

Mrs. Mims. They didn't go for the first three days.

Mr. Glickstein. Why did you refuse to send them for those days?

Mrs. Mims. I refused to send my kids to Croton School simply because I felt that Croton School if it had opened with the same curriculum that they had last year, that they were wasting their time.

Mr. Glickstein. What would you like the Board of Education to do? The board has proposed moving children out of the Croton School to other schools. Do you object to that?

Mrs. Mims. Yes, I do.

Mr. Glickstein. Why do you object to that?

Mrs. Mims. I don't see any basis for moving more children out of the neighborhood if it's for integrating other schools. We've already done that when we closed two of our predominantly Negro schools, Washington Irving and Madison. Now, I think if there's any more integration to be done in Syracuse, it should be by the white residents, and not by us Negroes anymore.

Mr. Glickstein. And you feel that, even though the studies that have been done in Syracuse demonstrate that Negro students that have been bused to predominantly white schools have improved, even though that is true, you still are opposed to closing Croton School and busing children out from that school?

Mrs. Mims. Yes, I am. I don't see why, if they can be bused out and achieve, why can't they be bused in and achieve.

Mr. Glickstein. Are you aware of the objections that white parents have made to sending their children into the Croton neighborhood?

Mrs. Mims. Some.

Mr. Glickstein. What are the views of your Association as to those objections?

Mrs. Mims. I think they're really unfounded. I think the situation has been allowed to get out of hand by bad publicity on the part of the papers in the Syracuse area. We have not received any good publicity as to what the school really has to offer. We have demonstrated time and time before the Board of Education. It just hasn't panned out, but I think it's really because of unfavorable publicity as far as Croton School is concerned.

Mr. Glickstein. A previous witness has indicated, I believe, that the image of the Croton School is so bad in the community now that the hopes of ever encouraging white parents to send their children there are very, very dim. Do you think that there are ways in which this bad reputation can be overcome?

Mrs. Mims. Well, first of all, who created this bad image? You know, where does this bad image come from and whose fault is it? I mean, Croton School is a school just like any other school in Syracuse, and if it has a bad image, I want to know where the fault lies. Is it the Board of Education that's supposed to be bringing the school up to par just like any other school or is Croton School singled out and given these poor teachers and this bad image? I think the bad image comes from up top. It isn't because of the school or the neighborhood or anything else. If there's a bad image, I think it's been formulated at the top.

Mr. Glickstein. Is the basis for your objection to busing the children out of Croton School to white schools a basis of fairness? Do you just think it's unfair to bus Negro children and not bus white children?

Mrs. Mims. I most certainly do. I think we've done our part as far as integrating the Syracuse school system.

Mr. Glickstein. Do you think that putting extra money and more services and more teachers into the Croton School would make it a better school where the children could receive a quality education?

Mrs. Mims. No, I don't. As was previously recorded here, they've done that in Madison School, and it's failed. So what makes them think if they put it in Croton it's going to succeed there? I think it's really a waste of time and money. The only way we are going to get the quality of education that we're supposed to have is by getting the schools integrated.

Mr. Glickstein. Why do you think the presence of white students in a school such as Croton will lead to quality education?

Mrs. Mims. I think that the whites' children in Croton School will upgrade it, because the white community will see that since their children are in Croton that the school will be brought up to par.

Mr. Glickstein. Do you think that as long as there aren't whites in Croton this will not happen?

Mrs. Mims. I don't think it will happen.

Mr. Glickstein. I have no further questions, Mr. Chairman.

Vice Chairman Patterson. Dean Griswold? Mrs. Freeman?

Commissioner Freeman. Mrs. Mims, I'm not sure I understood whether you believe that Croton is now a good school or not. Is it a good school?

Mrs. Mims. The Croton School in itself is a good physical plant. I mean, it's a good building. There's a new addition to the school, you know, the new addition I believe is only about four years old.

But if there aren't good teachers, well, we've found out since the situation has come up that we have a lot of first term teachers there in Croton School. We don't have the library and the books and the same studies that the other schools in the community have.

COMMISSIONER FREEMAN. There are other schools in the community that have a library. Croton does not have a library. Is that correct?

MRS. MIMS. Just this year Mr. Croton assured me that they would have a full library.

COMMISSIONER FREEMAN. And you are also saying that the Croton teachers are teachers without prior teaching experience and this is not true of other schools?

MRS. MIMS. A large percentage have been proven that they are first term teachers.

COMMISSIONER FREEMAN. And you also said that some of the subjects that are taught at other elementary schools are not being taught at Croton. Is that correct?

MRS. MIMS. I could give you an example of that. I have kids, children that have left sixth grade in Croton School, and when they've gone to say, junior high, Levy Junior High School, they have had a heck of a time trying to catch up with the studies at junior high school. They have brought their books home and have informed me that this is stuff they have not learned while attending Croton School.

COMMISSIONER FREEMAN. Are the books at other elementary schools different from the books at Croton?

MRS. MIMS. I really don't know if it's the books or the way they're being taught, because we have found that in certain tests citywide, Croton School is a good year—in some instances, two years, behind the other school systems in Syracuse. So I don't know whether it's the books or the teachers.

COMMISSIONER FREEMAN. So the six children that you have that are attending Croton School are not getting as good an education at Croton as you believe they could get at another school?

MRS. MIMS. I really believe so.

COMMISSIONER FREEMAN. But you didn't want them bused?

MRS. MIMS. I didn't say I didn't want them bused, no.

COMMISSIONER FREEMAN. You don't object to busing?

MRS. MIMS. I do not object to busing my children out if it's going to achieve the quality of education for the rest that are left there in Croton School. I have said this before. I do not mind busing mine out if the children that are left in the Croton School will get the integrated quality education that they deserve, and there's a lot of mothers just like myself. We object to the busing out, to closing the schools to integrate Syracuse school system. That's what we object to.

Commissioner Freeman. But you do not object to busing your children?

Mrs. Mims No, I do not object to busing my children.

Commissioner Freeman. Thank you.

Mrs. Mims. But I do strongly object to busing them out if they're going to use my children as a means of integrating the Syracuse school system. I will not do that.

Commissioner Freeman. You want them bused to get a better education. Is that what you're talking about?

Mrs. Mims. Yes, for those that are left back in Croton. I want Croton School kept open.

Vice Chairman Patterson. Mr. Taylor?

Mr. Taylor. Was there a Head Start Program at Croton this past summer?

Mrs. Mims. Yes, there was.

Mr. Taylor. Was that an integrated program?

Mrs. Mims. Yes, it was.

Mr. Taylor. And white parents sent their children to that?

Mrs. Mims. Yes, they did. I understand it proved quite successful.

Mr. Taylor. Why would white parents be willing to send their children to that program but not on a regular basis to the Croton School, do you think?

Mrs. Mims. I don't know. I really don't. I've thought about that particular issue myself. I think that if we had proper notification and announcements on this particular issue in Syracuse, that it would have helped the situation tremendously in September. I think it's ignorance on the part of a lot of parents why they don't send their children to Croton School.

Mr. Taylor. Thank you.

Vice Chairman Patterson. Thank you very much, Mrs. Mims. You are excused.

Let Counsel call the next witness, please.

Mr. Glickstein. The next witness is Dr. Charles V. Willie.

(Whereupon, Dr. Charles V. Willie was sworn by the Vice Chairman and testified as follows:)

TESTIMONY OF DR. CHARLES V. WILLIE, VISITING LECTURER, HARVARD UNIVERSITY MEDICAL SCHOOL AND ASSOCIATE PROFESSOR OF SOCIOLOGY, SYRACUSE UNIVERSITY

Mr. Glickstein. Dr. Willie, would you please state your full name and address and present occupation?

Dr. Willie. My name is Charles V. Willie. My address is No. 2 St. John's Road, Cambridge, Massachusetts. I am presently visiting lecturer in sociology, Harvard Medical School. However, I am also on leave from Syracuse University where I serve as associate professor of sociology.

Mr. Glickstein. What is your academic background, Dr. Willie?

Dr. Willie. I am an urban sociologist. I have conducted several studies in community organization. Specifically, I conducted a study on the assimilation of youngsters who were bused from inner-city schools to predominantly white schools in Syracuse. And this study was conducted over a two-year period, and the report on the study is just being concluded. The study was conducted in cooperation with Dr. Jerome Beker who was principal investigator.

Mr. Glickstein. Can you give the Commissioners, please, some idea of what these studies of the integration efforts in Syracuse revealed?

Dr. Willie. Yes, some of our studies dealt with achievement, but other studies dealt with assimilation. That is, the acceptance of students, that is, whether the students who were bused felt that they were part of the schools and accepted the students in the schools to which they were bused, as well as whether they felt accepted by other students.

Most of the material which I have to report has to do with what I call the assimilation of the students rather than their achievement. What we found was that the Negro students who were bused from the inner-city assimilated into the middle class schools about as well as middle class white children who were also new to those schools. We think that a unique aspect of our study was it was not limited to an investigation of Negro children who were bused from the inner-city only the idea occurred to us that maybe problems Negro inner-city youngsters experience in schools in which they are new may be problems that any new youngster would experience. So we investigated youngsters who were new to the schools because their parents had recently moved into the school district neighborhood, and we investigated youngsters who were new to the schools because they were bused from inner-city schools.

We found that there was no difference in the adjustment of youngsters who came from the inner-city when they were compared with the adjustment of new youngsters who were new to these schools simply because their parents had recently moved into the school district.

Mr. Glickstein. Were your studies at the Smith School?

Dr. Willie. Yes, my studies include the Smith School, the Levy School, the Madison School, and the Hughes School, two elementary schools, and two junior high schools.

Mr. Glickstein. I think Dr. Barry suggested that because the children in the Smith School were studied so much, it might have interfered with their performance. Did you think there was any validity to that?

DR. WILLIE. Well, this is a matter of opinion. My opinion would differ.

MR. GLICKSTEIN. Were there a lot of people studying the children in the school when you were there?

DR. WILLIE. At the Smith School we had one participant observer who stayed in the school the entire year and observed the school about 10 hours per week. I don't think that it was the researching that was the problem at Edward Smith, if there was a problem. I think that the problem at Edward Smith was the school atmosphere.

You see, much of our discussion of what happens to children is focused upon the individual child without recognizing that the school provides a system, too. Edward Smith School in Syracuse has a reputation of being the most enlightened school. It is the school where many of the Syracuse University faculty people send their children. Its faculty, its principal, and its parents, many of its parents, were very much concerned that the busing of 50 to 60 Negro youngsters from the inner-city would lower that school's overall achievement rating.

Therefore, they were very tense and not very accepting of the children in the beginning. I might add that toward the end of the year Edward Smith did relax. In spite of the fact that the teachers were tense in the beginning, the children liked Edward Smith School, so I think that in terms of social adjustment, attendance at Edward Smith was not a negative experience for the youngsters who were bused there. But in terms of the school personnel themselves, they were a little jittery, and they didn't "sit easy in the saddle".

MR. GLICKSTEIN. What is the effect on children of busing them out of their neighborhoods?

Do you have an opinion on that?

DR. WILLIE. Well, of course, busing is not unique with the cities. It's been going on for a long time in the suburban schools, and I've said in one published paper that some of the Presidents of our country came from schools that were not neighborhood schools. As a matter of fact, they were private schools distantly removed from the home setting of the students. So I can't see any negative effect of going to a school outside of one's neighborhood.

Going to school within one's neighborhood may be a convenience, but I don't know of any evidence which indicates a correlation between what one learns and the convenience one experiences in learning it. As a matter of fact, it's contrary to our American ideal of ruggedness and walking miles to school like Abraham Lincoln and other famous people.

So I can't see any correlation at all between learning and the nearby location of a school. I think the important thing is the kind of school one attends; and I would say most important is the attitude of the school superintendent. Second to that would be the attitude of the principal, and after that the faculty. They provide the atmosphere. And I mean this very candidly because the parents don't have an opportunity to do very much about what goes on in a school. It's the school system, the principal, and the faculty that determine what kind of education the children get.

Mr. Glickstein. Dr. Willie, do you believe that a compensatory education program such as the Madison Area Project carried out in a segregated or predominantly Negro school can improve the performance of the students?

Dr. Willie. My reaction to that is not a direct answer. I have never seen a real compensatory program, and I don't think that there ever will be a compensatory program as long as there are segregated schools. The reason for separating people in the first place is so they can be treated differently.

In Syracuse, New York, for example, the so-called compensatory program in Madison School paid differential salaries to teachers. You know, the inner-city is supposed to be a hardship area. As soon as the money from the Federal Government and Ford—well, I don't know if the Federal Government contributed—but I will say this: as soon as the money from the Ford Foundation ran out, the compensatory salaries were reduced.

Mr. Glickstein. Teachers in Madison were paid more money?

Dr. Willie. That is right, but the increased salaries for teachers was reduced as soon as the Foundation grant ran out, which means to me that there was not a commitment on the part of the Syracuse community to make the Madison inner-city school a better school. So the compensatory programs that have been suggested, I have never really seen in operation and to the fullest extent.

Mr. Glickstein. Are compensatory programs in your judgment generally regarded as Negro programs?

Dr. Willie. Yes, I think so. The only way you get a good school system is the entire city has to be behind it. And we will never get good schools until all people throughout the city have some investment in all of the schools, and this is why I'm very much in favor of integrated education rather than attempts at compensatory education.

I've lived a long time as a Negro and I know myself that it's very seldom that people are concerned about me unless there is some other investment they have in me other than just my own well being.

Mr. Glickstein. Do you think then that Negro children will experience an increase in learning when they are placed in an integrated classroom?

Dr. Willie. I think it isn't the integrated classroom itself, but I think an integrated classroom means that the school system will spend more money on all of its schools. Our school board president, Mr. Jaquith, indicated that he had a misconception about what compensatory education would bring. I think his misconception was based on the fact that he never had any children who had gone to school in a slum school. So, to the extent that white children go to school in a slum school, they and their parents will have some understanding of what goes on in that kind of school. To the extent that Negro children go to school in a non-slum school, they and their parents will have some understanding of what goes on in that school.

What I'm saying is this: in the pluralistic society in which we live people have to get all mixed up, to understand each other and, I would add, for them to trust each other. I would think that all of our schools, in order to provide the best education for knowledge as well as character, have got to start mixing up our children as a matter of policy.

Mr. Glickstein. Dr. Willie, what steps do you see as necessary to achieve a successful integration of the schools?

Dr. Willie. Well, I personally favor campus school programs, because I think that this is one way of providing more resources to do the kind of thing that we ought to do for our Negro and white children.

I think white children are being shortchanged in the educational situation as well as Negro children, so I favor campus schools because I think they offer a possibility of providing the kinds of resources that we need to provide the best kind of education for all children.

My only concern about campus schools as a way of successfully integrating the schools is that I don't really see any commitment on the part of our city government to moving ahead with them fast. And if I understand the feeling in many of the ghettos, the people are saying that they are not going to wait. So this is the thing that bothers me.

But if we could go ahead with campus plans immediately, and I would say within the next year or the next two years, I think that we would be in a position to solve many of the problems dealing with quality education as well as integration.

Mr. Glickstein. As an urban sociologist, knowing the difficulties in many urban areas of getting around the city, do you think that campus type schools are practical?

Dr. Willie. Oh, of course I think campus type schools are practical. I think they are practical beyond the fact of achieving integration. They are really in accord with a trend in the urban community; I mean they are in accord with the trend of locating facilities in places where they can perform at their highest level. We have moved factories out of the center of the city to places where we could establish production lines. Many people go past many churches in order to go to a particular style of church they are interested in.

So I think the development of campus type schools is in keeping with a trend not only in education, but a trend found in other segments of our society. This is why I think the movement toward campus type schools is the best movement to get the quality education that we need. We certainly found in the suburban and rural areas that the one-room schoolhouse could not provide the quality education we needed; by centralizing schools, suburban and rural areas provided a better quality of education. I think within cities, also, we will have to do this.

Mr. Glickstein. Thank you. I have no further questions, Mr. Chairman.

Vice Chairman Patterson. Dean Griswold? Mrs. Freeman?

Commissioner Freeman. Dr. Willie, will you comment further on some of the benefits to the white child from an integrated education?

Dr. Willie. Yes, I'm very pleased to have been asked that question and my answer won't have much to do with knowledge; but I feel very strongly about the answer I am going to give.

I think children have to learn something about humility, and most white children haven't learned much about that. Mr. Jaquith said that white parents would not send their children to a predominantly Negro school. I want to directly contradict him.

Sixty-eight parents in Syracuse volunteered to send their children to the predominantly Negro Croton School this year, and the Board of Education would not accept them because 700 white children did not volunteer. I wrote a letter to the editor of the local newspaper; and, in effect, I said that the failure to transfer the 68 white children to Croton suggested an arrogant attitude tending toward white superiority, because the Board of Education would integrate a predominantly Negro school only if white children would be a majority. The Board of Education would endorse integrating Croton with its 1,000 youngsters only if 700 of those youngsters were white. When 68 white families volunteered to send their youngsters to Croton this September, the Board of Education said, "We'll cancel the program. We won't accept your voluntary transfer to Croton because we don't have 700 white youngsters."

Now, this is the background for saying those 68 white youngsters who volunteered to transfer to Croton had an opportunity to do something that was beyond the call of duty; and by so doing, they would have learned something about genuine humility. When we speak of educating for character, I think we have to be concerned about that.

So I think that white youngsters who go into inner-city schools (even though these schools may not provide them with the kind of knowledge that they need) will learn something about Negro youngsters that they ought to know that they don't know now, just as Negro youngsters who go to schools outside of the inner-city learn something about white youngsters that they need to know that they don't know now. This is one of the spin-off benefits.

I think that we have focused too long upon achievement as if it were the only thing that we ought to be concerned about. We are concerned about educating for character, and educating for character means teaching white youngsters, as the State Commissioner of Education pointed out here, that they may need to sacrifice at this point in order to achieve the kind of pluralistic society that we think is important.

COMMISSIONER FREEMAN. Thank you.

MR. GLICKSTEIN. May I just ask a question, Dr. Willie? My understanding of the Board of Education's plan to send 700 white children to Croton was that parents who were invited to send their children were told that their commitment was contingent upon 700 families accepting, and these 68 people who did accept, as I understand it, accepted and agreed to send their children as long as 700 people went. Is that correct?

DR. WILLIE. That is not correct so far as I understand. The first part of it is correct. The Board of Education said it would go through with the program if 700 white children volunteered; but the second part of the assumption, I'm not sure is correct.

I talked with many of the white parents who were asking advice on whether or not their children should go to Croton School; their decision was not based upon the fact that their youngsters would be in a majority. In my letter to the editor of the local newspaper, I pointed out that in recent years the Board of Education in Syracuse has bused Negro children into schools in which they are a minority, but would not have anything to do with busing white children to a school in which they would be a minority. I think this is very serious, because I think it represents sort of subtle prejudice that even men of good will express when trying to achieve integrated education in the local community.

I would presume that many of the 68 white parents still would have sent their youngsters to Croton if the Board of Education had not told them the plan to integrate the inner-city school had been called off.

COMMISSIONER RANKIN. I wonder if Dr. Willie would be willing to have the school superintendent comment on this point?

Dr. Willie. I'd be delighted.

Vice Chairman Patterson. Yes, if you would come forward. You are already under oath, so please give the Commission any comment that you wish.

(Whereupon, Dr. Franklyn S. Barry, having been previously sworn, testified further as follows:)

FURTHER TESTIMONY OF DR. FRANKLYN S. BARRY

Dr. Barry. Chuck and I are old friends, so I don't like to disagree. I would like to clear up two points and, if I may, Mr. Rankin, just go back to one on the $500 salary differential. The $500 salary differential in terms of the Madison Plan had nothing to do with the funding, Chuck. It was the question of a morale factor in the total staff.

We had other schools that were difficult in terms of teaching. There was a morale factor. In fact, the salary was canceled out. I went before the faculty myself on that one, and I think it was before the funding ceased.

Number Two, each of the parents who had agreed to send the children has received a letter from my office. I wish I had brought a copy but I haven't. But in it, the letter says that in the event you are still interested, would you contact me, and I will re-address the board on this issue.

It was discussed in board meeting because any of the 68 who wished to, we would provide the transportation and facilitate their admission to Croton. I think each one has a letter, and I can send to the Commission a copy of the letter which was sent to all of the parents when it was announced that the original commitment had been "Will you come if we get 700?" And if we don't, we felt we should release them from that commitment because it was predicated on the 700, but if someone wanted to in the interest of a little booklet that the Commission has saying, "Will you help us in this democratic undertaking? If you still would like to, we will facilitate the transfer." At least I will present it to the board. The board would have to approve it, but it has been discussed by the board.

Each one has a letter and I'd be glad to file with the Commission a copy of that. I'll send one along to you on that. I don't like to dispute anyone in public, but I think this warrants a correction on these two.

Vice Chairman Patterson. Thank you, Dr. Barry.

Are there further questions? Dr. Rankin? Mr. Taylor? I have no further questions. Thank you very much. Dr. Willie, we appreciate your being with us. Does that conclude our list of witnesses, Mr. Glickstein?

Mr. Glickstein. Yes, Mr. Chairman.

Vice Chairman Patterson. Ladies and gentlemen, this public hearing of the United States Commission on Civil Rights is about to come to an end. The Commission appreciates the cooperation it has received from officials of New York State, Rochester, Syracuse, and Monroe County in preparing and holding this hearing. Without their assistance and that of many other citizens and organizations, this hearing would not have been possible.

The Commission especially appreciates the cooperation of the Honorable Charles S. Desmond, Chief Judge of the New York Court of Appeals, and the Honorable Harry D. Goldman, Associate Justice of the Appellate Division, who made available these chambers for this hearing. We also express our thanks to United States Marshal Alvin Grossman and his staff; County Office Building Superintendent Dominick DeGuarde and his Assistant A. J. Monteleone; and local law enforcement officials for their assistance before and during this hearing.

For the past two days, the members of this Commission have heard testimony relating to the effects on Negro and white children of attending school with student bodies which are totally or predominantly of one race. We have heard, too, about the programs adopted and implemented by the Rochester and Syracuse schools to deal with the problems of racial isolation in the classrooms. Representatives of civil rights groups, parents, community leaders, expressed their desire for a quality integrated education for all children and their concern about some of the programs designed to deal with racial imbalance.

The testimony also has focused on the involvement of a suburban school system in helping Rochester solve its problem of racial imbalance. We have heard testimony regarding the busing of children within a school system. In addition to hearing testimony on the progress Rochester, Syracuse, and other New York communities have made in eliminating racial imbalance, we have learned about some of the problems and difficulties encountered in implementing the State's policy requiring that racial imbalance must be eliminated from the classrooms.

Now this hearing is a part of the Commission's inquiry into the extent of racial isolation in the Nation's schools and its effect on children, which the Commission has undertaken in response to a request by the President. As Chairman Hannah pointed out Friday, our study is designed to evaluate education policies and practices which influence the quality of educational opportunity, and to assess the impact of governmental programs and policies upon equal educational opportunity.

The Commission hopes that this hearing has provided the citizens of Rochester and Syracuse and their suburban communities with a better understanding of the problems of school officials and school board members as they endeavor to prepare children for life in a democratic society.

We hope also that the hearing will result in a better understanding of the efforts of those classroom teachers and administrators who strive daily to create a climate in which children can be better motivated to achieve their full potential. Until all of us understand the extent of racial isolation in the schools and the problems and needs of schools in our metropolitan areas, we cannot take effective remedial action. And, until we take that action, we will continue to close the doors on new talents, new resources, and new contributions to the fullness of American life.

On October 4 and 5, this Commission will meet again in Boston, Massachusetts, for a hearing similar to the one which is now ending.

(Whereupon, at 5p.m. on September 17, 1966, this hearing of the U.S. Commission on Civil Rights in Rochester, New York, was concluded.)

Exhibit No. 1

[EXCERPT FROM THE FEDERAL REGISTER, August 17, 1966]

[F.R. Doc. 66-8923; Filed Aug. 16, 1966; 8:45 a.m.]

COMMISSION ON CIVIL RIGHTS

RACIAL ISOLATION IN NEW YORK SCHOOLS

NOTICE OF HEARING

Notice hereby is given, pursuant to the provisions of the Civil Rights Act of 1957, 71 Stat. 634, as amended, that a hearing of the U.S. Commission on Civil Rights will commence on September 16, 1966, in the Hall of Justice, Civic Center Plaza, Rochester, N.Y. The hearing is being held pursuant to the Commission's statutory authority and a request of the President of the United States on November 17, 1965, that the Commission gather facts concerning racial isolation in the Nation's schools. The purpose of the hearing is to collect and disseminate information concerning racial isolation in the schools of the city of Rochester, N.Y., and the county of Monroe, N.Y., and the schools of other cities and counties in the State of New York, and to appraise the laws and policies of the Federal Government concerning racial isolation in such schools.

Dated at Washington, D.C., August 17, 1966.

JOHN A. HANNAH,
Chairman.

[F.R. Doc. 66-8923; Filed, Aug. 16, 1966; 8:45 a.m.]

Exhibit No. 2

UNITED STATES COMMISSION ON CIVIL RIGHTS

STAFF REPORT ON ISSUES RELATED TO RACIAL IMBALANCE IN THE PUBLIC SCHOOLS OF ROCHESTER AND SYRACUSE, NEW YORK

I. *ROCHESTER*

BACKGROUND—POPULATION, HOUSING, AND EMPLOYMENT

More than three-quarters of a million persons live in the Rochester Standard Metropolitan Statistical Area, the 35th most populous metropolitan area in the Nation and the third largest in New York State.[1] Four counties are now included in this SMSA: Monroe, Wayne, Orleans, and Livingston . All of these jurisdictions grew in population from 1950 to 1964: Monroe and Wayne by almost 30 percent, Orleans by 24 percent, and Livingston by almost 20 percent. The most heavily populated is Monroe County which contains the area's core city of Rochester. Monroe County contains 80 percent of the metropolitan area's residents.

Monroe County's population as a whole has been increasing at a slightly faster annual rate than the average of central-county populations of other large SMSA's throughout the Nation. The population of its core city, on the other hand, has been declining: in 1950, Rochester registered some 332,488 persons—its census peak—but by the next decennial census, the population had fallen by about 4 percent. In 1964, a special census revealed that Rochester had declined in population still further to 305,739 persons, or by another 4 percent.

The years between the 1950 and 1964 Censuses were years of considerable growth for Rochester's Negro population, however. Their numbers more than quadrupled in the 14-year period, growing from 7,590 in 1950 to 31,751 in 1964. During the same years, there was a decline in the white population of the core city of about 51,000 persons, a loss of almost 16 percent. Simultaneously, the number of whites in Rochester's suburbs within Monroe County doubled—from 155,000 in 1950 to 318,000 in 1964.

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[1] Unless otherwise noted, all statistics on pp. 1–4 of this report were derived from the U.S. Censuses of Population and Housing for Rochester, New York, in 1950, 1960, and 1964.

In 1964, Monroe County's 33,000 Negroes represented about 5 percent of the County's entire population. As already noted, however, close to 32,000 of them lived inside the city limits of Rochester where they comprised over 10 percent of the City's total population.[2]

Over the years, Negroes have been concentrated in nine census tracts located on both sides of the Genessee River which bisects Rochester's downtown district. In 1964 these tracts housed six out of every 10 Rochester Negroes, and all were at least 50 percent or more Negro in racial composition. Well over half of the increase in Negro population since 1950 has been absorbed by these tracts. And almost all of the remainder went into seven additional tracts which bordered them. All seven of the border tracts were between 30 and 50 percent Negro in racial composition. Taking all 16 tracts together, fully 84 percent of all Rochester Negroes resided two years ago within an area representing not more than 7 percent of the city's total land acreage.[3]

Negroes who lived in Rochester's suburbs of Monroe County in 1964, unlike those who lived in the city, were not heavily concentrated in only a handful of localities. Although only 808 Negroes lived in these suburbs in 1964, an increase of 210 persons since 1960, the 1964 Census survey found at least a few Negroes in each of the 19 suburban towns of the county; in only five cases did they number more than 1 percent of the suburb's total population. The largest percentage of suburban Negroes, about 5 percent, was located in the town of Rush.

In 1960, approximately 400 American Indians also were residents of Monroe County. After Negroes, they constituted the largest nonwhite group. There is no Indian reservation within the Rochester SMSA, but the 7,549-acre Tonawanda Reservation (enrolled population—824 Seneca Indians) is about 45 miles away from Rochester.

As in other American cities, the Negro population of Rochester is housed less adequately than its white population. At the time of the 1960 Census, close to half (46 percent) of Rochester's nonwhite households occupied dwellings classified as either deteriorating or dilapidated. Only 13 percent of all white households in the city were this poorly housed.

Rochester now has slightly more than 400 public housing units built with financing from the State of New York. Only in 1964 did the city move toward participating in the federally aided low rent program; and 500 units in projects and on scattered sites are now in various stages of planning, construction, and rehabilitation. As compared to other forms of public action, this low rent housing program is displacing relatively few families:

Number of Families Estimated to be Displaced, 1964–66[4]

	Whites	Nonwhites
Public Housing	17	12
Urban Renewal	18	213
Code Enforcement	75	150
Highways	42	8

Industrial production provides the economic base for Monroe County. In 1966, about 43 percent of the labor force was engaged in manufacturing and related activities. Research and development, as well as office activities, also are important and growing; most of the increases in employment which took place between 1950 and 1960 were in professional, technical, sales, service, and clerical categories. These were increases both in absolute numbers and as percentages of total employment.[5]

According to the 1960 Census, a higher proportion of the Monroe County labor force was engaged in white collar occupations and skilled or semi-skilled jobs than in the United States as a whole. Correspondingly, a smaller proportion held unskilled, service or domestic jobs. Overall unemployment was about 5 percent, about on a par with the rate for the Nation as a whole. In 1966, the median net family income (after Federal income taxes) for all households in the county was estimated by one source to be $8,400 per year.[6]

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[2] See Appendix A.

[3] See Appendix B.

[4] Estimates made by Rochester Housing Authority.

[5] *Basic Economic Information, Rochester, New York.* Committee on Economic Research of the Rochester Chamber of Commerce. November 1964.

For Negroes, however, the situation was radically different. In 1960, almost half (46 percent) of the nonwhite labor force in Monroe County was engaged in occupations requiring few if any skills, and the nonwhite unemployment rate was 14 percent. Median family income was estimated to be only about $5,250 per year or some $3,000 less than the median for all families in the area.[7]

Levels of educational attainment of whites and nonwhites throughout Monroe County do not differ appreciably from national averages for the two groups. In 1960, the median number of years of school completed by whites in the County was 11.2, as compared to 11.5 for urban whites throughout the Nation. The comparable figure for nonwhites in the County was 8.7 years, the same as for urban nonwhites in the United States at that census.

Local estimates for Rochester's population in 1970 range from 308,000 to 315,000 (or between 2,000 and 9,000 more than in 1964). About 15 percent of the total are expected by one estimator to be nonwhite. In 1980, the city is expected to have about 319,000 inhabitants, about 23 percent of whom may be nonwhite.[8]

The county's population is expected to keep on rising as well—up about 12 percent by 1970, for a total of 704,000 (from the 625,000 of 1964). By 1980, the number of inhabitants throughout Monroe County is expected to reach 867,000.[9]

There is a considerable degree of metropolitan cooperation in Monroe County which is fostered by a Joint City-County Planning Committee of Rochester and Monroe County. The Committee has promoted: (1) consolidation of city-county-town-village public health, public welfare, parks, and civil defense functions; (2) creation of county-wide mental health and youth boards; (3) joint city-county provision of a port authority and a civic center; (4) direct county support of a county community college and sewer system; and (5) a county planning council to integrate city, town and village planning.[10]

The Joint City-County Committee recently requested the Rochester Bureau of Municipal Research—an independent organization—to study inequities in financing city and county services of a metropolitan nature, and make recommendations for a more equitable system of support.[11] Mr. Gordon A. Howe, Monroe County Manager, has urged that metropolitan coordination be considered in such areas as weights and measures, probation, civil service, library system, fire-police radio, traffic engineering, bridges across the Genesee River, cemeteries, district civil courts, planning, museums, war memorial, sewage treatment, refuse disposal and air pollution.[12] Schools were not included in Mr. Howe's agenda.

SCHOOL SYSTEM

The city of Rochester public school system is composed of 43 elementary schools and nine high schools.[13] In October of 1965, there were 45,220 students enrolled in the city's public schools [14]—29,277 at the elementary school level and 15,943 at the high school level; [15] 24.0 percent (10,859) of this total student population was nonwhite.[16] The nonwhite enrollment in the elementary schools has gone from 23.4 percent (6,184) in 1962–63 to 30.3 percent (8,427) in 1965–66. During the same period, the nonwhite enrollment in the secondary schools has gone from 9.7 percent (1,474) in 1962–63 to 16.2 percent (2,432) in 1965–66. In the 1965–66 school year the total nonwhite enrollment increased by 2.3 percent.[17] Except in certain specified instances, children attend the school in their neighborhood.[18]

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[6] Estimates of income made by Federal Housing Administration.

[7] *Ibid.*

[8] *Population, Rochester Monroe County, New York.* Rochester Chamber of Commerce; And *Economic and Population Studies for the Community Renewal Program of the City of Rochester.* Rochester Bureau of Municipal Research, Inc., 1963.

[9] *Ibid.*

[10] See "Modernizing Local Government," p. 57, a report of the Committee for Economic Development, July 1966.

[11] *Ibid.*

[12] *Id.* at pp. 70-72. In urging an extension of metropolitan cooperative efforts, Mr. Howe said:

"Much has been said in recent weeks about the financial plight of the city of Rochester. The financial crisis of the city of Rochester is not insoluable but effective solutions will be found only through cooperative, joint action between city and county. . . . The basic need is for long-term solutions to major metropolitan problems arrived at in an atmosphere of cooperation and mutual understanding of problems facing each unit of government in this County . . . In a very few short years, the County of Monroe will be completely urbanized area, a metropolitan community, and we are behind schedule in planning for that day . . . Continuing attention to metropolitan problems is vital if the growth of this community is to be guided along sound lines in the years immediately ahead." *Ibid.*

Administration. Policy for the Rochester school system is established by a 5-member board elected to four year terms. The current members of the board are: Dr. Louis A. Cerulli, President; Mrs. George W. Cooke, Robert Bickal, Glenn G. Wiltsey and Faust F. Rossi. Mr. Herman R. Goldberg, the Superintendent of Schools, was appointed by the board on August 1, 1963.

The superintendent draws up the school budget based on recommendations from school principals who submit budgets for their own schools, and individual central office department heads who submit budgets for their particular departments. The superintendent then submits his budget to the board on the basis of the above estimates. The board presents the budget to the City Council which makes the final determination.[19]

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[13] For 1965–66 the organization of the Rochester public schools was as follows: 31 of the elementary schools have grades K-7; 10 have grades K-6; 1 has grades K-2; and 1 has grades 3-7. Five of the high schools have grades 7-12, and four have grades 8-12.

[14] City School District, Rochester, New York. *Annual Statistical Report, 1965–66,* p. 1, Table I. According to Tables V and VI on pp. 4–5, in the 1964–65 school year, 19,764 students attended parochial schools and 535 attended private schools.

[15] *Id.* p. 1, Table II.

[16] Nonwhite is defined in the *Annual Statistical Report, 1965–66,* p. 11, Table XII, as, "Negro, Puerto Rican, Other." This report will use the same definition thorughout.

[17] The Fourth Annual Public School Census, conducted by the Rochester Board of Education, January 20, 1966.

[18] A child will attend a school other than his neighborhood school if he is enrolled in a special program such as open enrollment, MAP or TRIAD or attends special classes such as those for handicapped children. For a discussion of these programs, see pp. 15, 22–29, *infra.* He can also attend a secondary school outside of his attendance area in order to take courses not offered at his assigned school.

[19] The six largest cities in New York State (Albany, Buffalo, New York City, Rochester, Syracuse and Yonkers) all have school districts which are fiscally dependent on their local City Councils. With the exception of New York City, the state constitution imposes an overall tax limitation of 2 percent of average true valuation on real property in these municipalities which can be raised for current expenses. (New York City has a limit of about 2½ percent.) At the present time, 99.23 percent of Rochester's taxing ability is being used, based on the above formula. Approximately 52 percent of this tax revenue is spent by the City School District; the remainder is used to support local services. It is anticipated in the 1966–67 budget that the local real estate tax will provide $20.5 million for school expenditures, or approximately 48 percent of the total school budget.

Also available for education in Rochester is one-third of the City's receipts from the County sales tax. This amounts to just under $5 million in the 1966–67 budget. The total anticipated revenue from this and other local sources in the 1966–67 budget is approximately $8.3 million.

Another source of revenue for the 1966–67 budget is an anticipated $13.8 million in state aid. The present state aid plan was established in 1962 and makes a cost-sharing principle the basis for the distribution of such aid. The five essential elements are:

1. The state and the locality share all approved operating expenses with the state contributing up to $660 per pupil based on weighted average daily attendance (WADA).

2. The extent to which the state shares in the cost of the program is determined by an aid formula which is so designed that a district of average wealth will be reimbursed for 49 percent of its operating expenses up to $660 per WADA.

3. However since Rochester's aid ratio is below 36 percent, Rochester receives its aid on the basis of a flat grant of $238 per pupil.

4. The same aid formula provides for the application of the aid ratio to approved capital outlay and debt service expenditures for building construction or reconstruction.

5. The state provides 90 percent of the cost of approved transportation expenditures to all school districts including city districts for children who live more than 1½ miles from school.

6. Correction factors for sparsity and density have been provided, and growth aid to school districts is adjusted to pupil attendance in the first attendance period of the current year. See Report of the *Conference of Large City Boards of Education of New York State,* October, 1965; City School District, Rochester, N.Y., *Budget of The Public Schools,* July 1, 1966–June 30, 1967.

Racial Composition. Prior to 1962–63, the Rochester City School District did not keep racial statistics of its school population.[20]

Elementary Schools with Nonwhite Enrollments in Excess of 50%—1965–66 [21]

School No.	Total Enrollment	Nonwhite Enrollment	Percent Nonwhite
9	776	709	98.9
2	922	882	97.4
4	773	750	97.0
3	681	662	96.8
6	888	801	96.6
14	782	544	89.9
19	1,004	792	78.9
27	972	666	71.9
20	884	571	64.4
	7,632	6,377	83.6

There were 7,632 children enrolled in these nine schools, 6,377 of these children were nonwhite. Thus, 75.7 percent of the nonwhite elementary school children in Rochester (8,427) attended nine schools which had nonwhite enrollments in excess of 50 percent.

Elementary Schools with Nonwhite Enrollments Between 20% and 50%—1965–66

School No.	Total Enrollment	Nonwhite Enrollment	Percent Nonwhite
29	871	299	39.4
5	686	168	32.0
31	465	87	29.5
50	409	86	21.0
15	497	102	20.4
	2,928	737	25.2

There were 2,928 children enrolled in these five schools, 737 of these children were nonwhite. The average nonwhite percentage for these schools was 25.2 percent. Thus, 8.7 percent of the nonwhite elementary school children in Rochester attended schools which had nonwhite enrollments between 20 percent and 50 percent.

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[20] At that time, the City School District collected racial statistics in order to prepare a report on racial imbalance as directed by the State Commissioner of Education.

[21] *Supra,* note 14 at pp. 11 and 27–8.

Elementary Schools with Nonwhite Enrollments of Less Than 20%—1965–66

School No.	Total Enrollment	Nonwhite Enrollment	Percent Nonwhite
39	891	158	18.2
13	592	103	17.8
17	1,048	139	13.3
36	811	109	13.4
49	360	40	12.6
1	444	52	11.7
28	557	63	11.3
23	447	43	9.6
16	805	71	8.7
35	630	52	8.3
22	826	67	8.1
33	926	63	6.8
24	498	33	6.6
8	634	40	6.3
25	568	35	6.2
44	430	24	5.6
46	480	26	5.4
30	630	31	4.9
43	548	23	4.5
34	733	28	3.8
38	750	28	3.7
21	484	15	3.1
37	534	15	2.8
7	544	14	2.6
40	518	13	2.5
42	803	16	2.0
11	794	14	1.8
41	761	12	1.7
52	521	1	0.2
	18,717	1,313	7.0

There were 18,717 children enrolled in these twenty-nine schools, 1,313 of these children were nonwhite. The average nonwhite percentage for these schools was 7.0 percent. Thus, 15.6 percent of the nonwhite elementary school children in Rochester attended schools which had non-white enrollments of less than 20 percent.

High School Enrollment 1965–66

School	Total Enrollment	Nonwhite Enrollment	Percent Nonwhite
Madison	1,821	978	51.2
West	1,380	390	28.3
Franklin	2,710	537	21.6
Monroe	2,012	188	10.0
East	2,663	204	8.2
Edison	1,413	98	7.0
Jefferson	1,045	23	2.5
Marshall	1,616	12	0.8
Charlotte	1,283	1	0.1
	15,943	2,432	16.2

There were 15,943 children enrolled in these nine high schools, 2,432 of these children were nonwhite. Thus, 40.3 percent of the nonwhite high school children in Rochester attended Madison High School, the one high school with a nonwhite enrollment in excess of 50 percent.[22]

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[22] The nonwhite percentages in the Rochester high schools may change this fall due to a new open enrollment policy at the high school level. *Note*: The nonwhite enrollment figures are furnished by the city schools. The term "nonwhite" used by the city includes Puerto Ricans; this is contrary to the practice of the U.S. Census which counts 96 percent of all mainland Puerto Ricans as white. There were 1,990 Puerto Ricans living in Rochester at the 1960 Census.

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Site Selection. Since 1960, five new elementary school buildings have been constructed in Rochester. The earliest figures available on the racial composition of these schools is for the 1962–63 school year. School No. 2 was completed in 1960; in 1962–63 its nonwhite enrollment was 89.8 percent. School No. 6 was opened in 1963 with a nonwhite enrollment of 93.8 percent. School No. 29 was completed in 1964 and had a nonwhite enrollment of 32.7 percent. School No. 30 was completed in 1961; in 1962–63 there were no nonwhites in the school. School No. 35 was completed in 1960 and in 1962–63 it had a nonwhite enrollment of 1.0 percent. The nonwhite enrollment at all of these schools has increased since their opening date.[23]

In its September 1, 1963, report on *Racial Imbalance in the Rochester Public Schools* to the State Commissioner of Education, the City School Board stated: "The selection of new school sites and the planning of additions to present facilities will be done in a way to reduce racial imbalance." [24] A junior high school, the first to be built on the east side of the city, is being planned to achieve a racial balance.[25]

Professional Personnel and Assignment. In September 1966 there were 1,999 classroom teachers in the Rochester elementary and secondary schools: 120 of these teachers were nonwhite, or 6 percent.[26] Of 94 nonwhite teachers employed in the elementary schools, 47 are schools with nonwhite enrollments larger than 80 percent and 19 are in schools with white enrollments larger than 80 percent. Twenty-six nonwhite teachers are employed in the nine high schools; six of these teachers are employed at Madison High School, the only high school with a majority of nonwhite students (61.2 percent).

The teacher-pupil ratio for the city in the elementary schools in 1965 was 27.9 to 1, whereas the teacher-pupil ratio in the six elementary schools which had nonwhite enrollments in excess of 80 percent was 26.4 to 1.[27]

At the administrative level, there are four Negro elementary school principals, one was appointed in 1965, one was appointed in 1963, the third in 1962 and the fourth was made a supervising teacher in 1959 and later became a principal.[28] One is at a school with a student enrollment 64.4 percent nonwhite, another is at a school 17.8 percent nonwhite, the third is at a school 11.7 percent nonwhite, and the fourth is serving as an administrator in the School Board offices.

Teacher Qualifications. Information provided in the City School District's *Annual Statistical Report* indicates that a bachelor's degree is the minimum requirement for a teaching position in the Rochester school system, although not an absolute requirement. At the present time, 32 percent of the teachers in Rochester have obtained masters' degrees. The school system does not use the National Teachers Examination as a basis for hiring its personnel.[29]

Facilities. Of the 10 elementary schools which were over 60 years old in 1965–66, three had nonwhite enrollments of more than 70 percent and four had nonwhite enrollments of less than 10 percent. In 1965–66 there also were six elementary schools which were under 20 years of age. Two of these, built in 1960 and 1962, serve student bodies which were more than 95 percent nonwhite.

The Board of Education announced on November 5, 1964, that it hoped to be able to replace 10 or 12 school buildings during the next five to 10 years. This program was instituted in order to up-grade school facilities and to relieve overcrowding. The program was to begin with the replacement of five schools; No. 11 (1.8 percent nonwhite), No. 28 (11.3 percent nonwhite), No. 33 (6.8 percent nonwhite), No. 17 (15.5 percent nonwhite) and No. 7 (2.6 percent nonwhite). Schools No. 7, 17 and 28 will be replaced on their present sites and schools No. 11 and 33 will be combined into a single zone.[30] The replacements for these five schools will be designed to separate the primary from the intermediate grades, in order to increase educational efficiency and effectiveness.[31] Subsequently, the board also has recommended the construction of two junior high schools on the east and west sides of the city and a specific 10-year program for construction, replacement and improvement of school facilities.[32]

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[23] *Annual Statistical Report*, 1965–66, pp. 11, 27–28.

[24] City School District, Rochester, N.Y., *Racial Imbalance in Rochester Public Schools: Report to the Commissioner of Education*, September, 1963, p. 27.

[25] See note 32 *infra*.

[26] Information furnished by Dr. William C. Rock, Coordinator of Research and Planning, Rochester City Schools.

[27] Staff calculations from data study prepared for the Commission by the National Opinion Research Council pursuant to Contract No. *CCR 66–24*. Preliminary Draft, July 18, 1966. Hereinafter cited as *Preliminary Draft*.

[28] Based on information provided by the *Preliminary Draft* and Staff interviews in Rochester.

[29] *Preliminary Draft*.

Ability Grouping. In beginning first grade, children who need a longer readiness period before starting formal work may be grouped in what is called a "modified first grade." These children are given the first grade curriculum over an extended period permitting more individual help for each student and a more flexible curriculum. The decision to place a child in the modified program is based primarily on the kindergarten teacher's appraisal and recommendation.

Presently, Schools No. 3 (96.8 percent nonwhite), No. 4 (97.0 percent nonwhite), No. 8 (6.3 percent nonwhite), and No. 14 (89.9 percent nonwhite) have modified first grade programs. Four other schools have nongraded classes. These schools are No. 6 (96.6 percent nonwhite), No. 15 (20.4 percent nonwhite), No. 20 (64.4 percent nonwhite) and No. 27 (71.9 percent nonwhite).[33]

On the elementary school level (grades 4–6) most children are assigned heterogeneously within schools to particular classes by the school principals.[34]

There is also a "Major Achievement Program" (MAP) at the elementary school level encompassing Grades 5, 6, and 7. Children with superior ability (rated in the top 2 or 3 percent of scholastic ability) attend selected schools, generally outside their neighborhood. Those schools which serve as MAP Centers are No. 22 (8.1 percent nonwhite), No. 28 (11.3 percent nonwhite), No. 43 (4.5 percent nonwhite), No. 49 (12.6 percent nonwhite).[35]

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[30] City School District, Rochester, N.Y., News Release, November 5, 1964, "Board Reports on Racial Imbalance and Announces New Building Program," pp. 4–5.

[31] *Id.* at p. 5.

[32] The junior high school system is discussed in the section entitled ***Future Plans,*** p. 30. Also, on February 7, 1966 the Board of Education approved the following building program:

A $43,239,000 Improvement Plan encompassing minimum requirements for the Rochester schools over the next decade. The plan included the following:

1. An educational complex on Main Street West, including a new central office building.
2. Replacement of eight elementary schools (Nos. 3, 8, 9, 14, 15, 19, 25 and 27) at a total cost of $13,221,000.
3. A new elementary school on the west side to relieve crowding at Schools Nos. 16, 19 and 29 at a cost of $1,665,000.
4. Two new junior high schools, one each on the east and west sides at a cost of $6,740,000.
5. Replacement of major portions of three elementary schools (Nos. 13, 36, and 41) at a cost of $2,594,000.

The first step towards the implementation of the program was a request for an appropriation from the City Council for $2.85 million to build a new central office building. The following time table was given for the Board's programs:

1965–66—Construction of a new central office building on the West Main Street site.

1966–67—Construction of school service building on Jay Street; construction of 300 pupil replacement for School 15—South East Loop Urban Renewal area; modernization and renovation of existing schools; construction of new 750 pupil school in West High area; construction of 800 pupil replacement for School 19 and renovation and modernization.

1967–68—Construction of Vocational technical facilities in the West Main Complex to replace Edison Technical and Industrial High School and renovation and modernization of existing schools.

1968–69—Construction of "World of Work" school. 800 pupil school in the West Main Complex; renovation and modernization of existing schools.

1969–70—Construction of 800 pupil replacement for School 3; construction of 700 pupil replacement for School 8 and renovation and modernization.

1970–71—Construction of 1000 pupil junior high on the east side; construction of 800 pupil replacement for School 9; construction of 425 pupil replacement for sections of School 36 and renovation and modernization.

1971–72—Construction of 600 pupil replacement for School 25; construction of 1,000 pupil replacement for School 27; construction of 1,204 pupil junior high on the west side, and renovation and modernization.

1972–73—Construction of 450 pupil replacement of the 1903 section of School 13, and renovation and modernization.

1974–75—Construction of 920 pupil school in North East Loop Urban Renewal area to School 41, and renovation and modernization.

974–75—Construction of 920 pupil school in North East Loop Urban Renewal area to replace School 14. According to Mr. Eugene Conant, Asst. Superintendent in Charge of Administration, the City Council has appropriated $10 million to the Board of Education to be used for 5 elementary schools and one junior high school. The bids for the junior high school will be let this calendar year.

Final determination of sites for building replacements will be made at the time for construction approaches.

[33] *Preliminary Draft* at Section I, A. 6.

[34] *Ibid.* Interview with Mr. Joseph Merenda, principal, School No. 3, July 27, 1966.

At the high school level, most students are assigned to Regents or non-Regents classes. The mentally retarded (IQ 50–75) are assigned to Occupational Education (OE) and the slow learners (IQ 76–89) are assigned to the School Work Program (S.W.). These categories are not rigid and it is possible for a student to participate in more than one program for some of his classes.

The Regents program is aimed at the average and better than average child and is designed to prepare the student for college. Theoretically, every student in the school system begins in the Regents program. When the child enters high school, his elementary school record is evaluated. Based on this evaluation, the child is placed in one of the four programs.

The non-Regents program is not designed as a college preparatory course of study, although it is possible to enter college from this program. Approximately 55 percent of the students at Madison High School are in the non-Regents program.[36]

The School Work Program is a special three year school program that is designed for selected boys and girls who have border line or dull normal ability, IQ 76–89, who are unsuccessful in regular academic high school programs. It is designed to combine basic classroom studies with shop work and actual on-the-job experience. The Occupational Education Program is for mentally retarded students (IQ 50–75) and is an extension of the elementary school program for retarded children.[37]

Performance of Students at Predominantly White and Predominantly Nonwhite Schools

The Rochester School District has stated: [38]

> In addition to the desired cultural benefits to all children which may be expected from pupil transfer plans, it is also anticipated that the program will improve the motivation and achievement of Negro children. Since several neighborhoods in the City of Rochester house most of the Negro residents and since this is attributed in part to discrimination in housing and employment, there is a tendency for the Negro child to develop the feeling that the world is against him due to his race. This tendency may be heightened if he attends a racially imbalanced school. The fact that the school is excellent in terms of staff and facilities may not overcome this belief on the part of the child.

A report by the Office of Education confirms that the achievement of students in racially imbalanced schools is impaired. The Office investigated in detail pupil achievement and motivation on a nationwide scale. One section of the OE report deals with achievement on standard tests of students in 6th, 9th and 12th grades. This data shows that Negro students in the Northeast consistently score below the white students at each grade level in verbal ability, reading comprehension and mathematical achievement. The data also shows that the lag of Negro scores in terms of years behind grade level is progressively greater. At Grade 6, the average Negro is approximately 1½ years behind the average white. At Grade 9, he is approximately 2¼ years behind and at Grade 12, he is approximately 3¼ years behind the average white.[39]

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[35] City School District, Fact Sheet, Major Achievement Program (1966). The Fact Sheet also said:

> Specifically, the purpose of the MAP Program is to identify the intellectually gifted child early in his educational career, provide him with the type of education most appropriate to his unique abilities, and lead him to develop personally, socially, emotionally, physically and academically into becoming a valuable contributing member of society. *Ibid*. p. 1.

[36] Staff interview with Mr. Arnold Cantor, Vice-Principal of Madison High School, July 14, 1966.

[37] Based on information distributed by the City School District, Rochester. N.Y. (undated).

[38] City School District, Rochester, New York. *Increasing Intercultural Understanding Through Pupil Transfer Plans* (1965).

[39] U.S. Department of Health, Education, and Welfare, Office of Education, *Equality of Educational Opportunity*, p. 273–5 (1966).

The data also indicates that generally there is an increase in the average test performance of Negro students as the proportion of white classmates increases. These students who first entered desegregated schools in the early grades generally show slightly higher average scores than the students who first come to desegregated schools in later grades.[40]

In the Metropolitan Northeast region of the country, the average score for children who have only attended segregated schools is consistently lower than those groups of students "with other experiences." [41] The survey data also show that white students "who first attend integrated schools early in their school careers are likely to value their association with Negro students." [42]

Although we have not included comparative performance data on Rochester school children, it should be noted that while the city-wide dropout rate was 7.2 percent of the high school student enrollment in the 1964–65 school year,[43] the dropout rate at Madison High School, the high school with the largest percentage of nonwhites in its student body (55 percent in 1964) was the highest in the city at 10.5 percent of the student body.[44] In 1964–65, Charlotte High School, which had no nonwhite students, had a dropout rate of 2.9 percent of the student body.[45]

Statistics provided by the Board of Education also indicate that while 45.5 percent of the students who graduated from high school in 1965 went on to further education, only 24 percent of the students from Madison High School (61.2 percent nonwhite) did so.[46]

Attempts to Alleviate Racial Imbalance

In 1960 the New York State Board of Regents found there was strong evidence indicating that "schools enrolling students largely of homogeneous ethnic origins, may damage the personality of minority group children. Such schools decrease their motivation and thus impair the ability to learn." The Regents reiterated that "equal educational opportunity for all children, without regard to differences in economic, national, religious or racial background, is a manifestation of our American democratic society and is essential to its continuation." The Regents Advisory Council on Intercultural Relations in Education and the State Education Department were charged with the responsibility of "seeking solutions to the educational aspects of the problem." [47] Pursuant to this directive, a statewide racial census was made in 1962. The State Department of Education then determined that in those communities in which racial imbalance was found to exist (50 percent or more Negro pupils enrolled), it would be the responsibility of local school authorities to develop and implement plans to alleviate such imbalance.

In order to determine what the local plans were for carrying out the State policy, Commissioner of Education, Dr. James E. Allen, Jr., requested that all school districts in the State of New York submit to him by September 1, 1963: [48]

1. A statement indicating the extent of racial imbalance;
2. A statement of local Board policy with respect to the maintenance of racial balance in the schools;
3. A report of progress made in eliminating racial imbalance; and,
4. A plan for further action, including estimates of additional costs, if any, and of the time required for carrying it out.

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[40] *Id.* at 330–31.

[41] *Ibid.*

[42] *Ibid.*

[43] Staff calculations based on figures found in the *Annual Statistical Review, 1965–66.* The term "dropouts" includes involuntary loss through death, confinement to a correctional institution and poor health.

[44] The latest dropout figures available were based on the 1964–65 School Year, thus, the degree of nonwhite enrollment used for comparative purposes will be based on 1964–65 figures ,Table XII, p. 11.

[45] *Supra,* note 16.

[46] *Ibid.* Table XI, p. 10.

[47] The University of the State of New York, The State Education Department, *Regents Statement on Intercultural Relations in Education,* January 28, 1960.

[48] Special Message from the Commissioner to "All Chief Local School Administrators and Presidents of Boards of Education," on *Racial Imbalance in the Schools,* June 14, 1963.

The Commissioner's directive provided a major impetus to Rochester's program for school integration.[49]

On August 27, 1963, the Rochester City School District's report to the Commissioner was approved by the Board of Education and the Board unanimously passed the following resolution:[50]

WHEREAS, the Board of Education of the City School District, Rochester, New York, recognizes that one of the functions of the public schools is to prepare children for life in a democratic society, and

WHEREAS, said Board of Education believes that the fulfillment of this function depends in part upon the degree to which children have opportunities during their public school careers to become acquainted with children from a variety of cultures, and

WHEREAS, said Board of Education believes that improved racial balance in the schools would contribute to a more favorable climate for increasing pupil motivation and achievement, and

WHEREAS, several schools of the City School District are presently racially imbalanced as defined by the Commissioner of Education; Therefore, Be It

RESOLVED, that the Superintendent of Schools shall develop plans during the 1963–64 school year for implementation no later than September, 1964, which will reduce significantly racial imbalance in schools in which such imbalance exists. Plans developed in 1963–64 should reduce imbalance for a long period of time. They should not provide only temporary solutions. In general, plans should preserve the advantages of the neighborhood school concept to the greatest possible extent, with enough flexibility to permit the Superintendent to develop and recommend unique experimental groupings. The Superintendent of Schools shall be free to recommend the utilization of any or all of the following techniques in achieving racial balance:

1. Redrawing of district boundary lines.
2. The Princeton Plan and any adaptations of this plan.
3. The implementation of the junior high school plan of organization.
4. Changing the feeder pattern of primary to secondary schools.
5. The use of various open enrollment plans.
6. The closing of a portion of a school building or a complete building.
7. Consideration of racial balance as a factor in the selection of new school sites and building additions.
8. Consideration of the creation, on an experimental basis, of a central school system complex of schools within the city.

In order to determine if any of these proposals should be adopted by the school system, Superintendent Goldberg appointed various study committees to investigate their feasibility.[51]

A. Princeton Plan

One of the initial proposals under study was the Princeton Plan, which involves the combination of two adjacent school districts, one predominantly white and the other nonwhite, into a single district. One school is then designated for the lower elementary grades while the other serves the upper elementary grades.

In its September 1, 1963 report to Commissioner Allen, the Board of Education had said:

> Utilizing the Princeton Plan in a number of areas in the City School District presents one of the most promising methods of reducing racial imbalance while preserving the concept of the neighborhood school.[52]

However, on November 5, 1964, the Board of Education announced that it had concluded that "The Princeton Plan for purposes of reducing racial imbalance is impractical in Rochester." [53]

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[49] Prior to the issuance of the Commissioner's directive, the Rochester Board of Education had requested that the Monroe County Human Relations Commission make recommendations dealing with the problem of racial imbalance in the Rochester schools. The Human Relations Commission made seven proposals which were later included in the Board of Education's report to Commissioner Allen.

[50] *Supra*, note 24, at pp. 13–14.

[51] City School District, Rochester, N.Y. *Reasons for Entering into the Open Enrollment Program*, p. 1. February 13, 1964.

[52] *Supra*, note 24, at p. 22.

B. Open Enrollment

One of the study committees appointed by the Superintendent explored the possibility of implementing an open enrollment program—a program under which the schools having the highest proportion of nonwhite students would be designated as sending schools and schools having a nonwhite enrollment less than the city-wide average would be designated as receiving schools. Based on available class space, children could transfer from a sending school to a receiving school. This committee which included among its members school principals and central office administrators, filed a report with the Superintendent on November 18, 1963. The Superintendent then recommended to the Board that it implement a program of open enrollment beginning in February 1964. On November 21, 1963, the Board of Education approved this recommendation and the administration began to implement the open enrollment program.[54]

A letter from the Superintendent was sent to the parents of the approximately 4,500 children in the sending schools asking them if they wished their child to go out of the neighborhood on open enrollment. Public meetings were held to explain the program. Parental consent was necessary. Some staff members expected perhaps 250 applicants; instead, 1,500 students applied for open enrollment transfers.[55] As a result of the unexpectedly large number of applicants, there was not enough space available to accommodate all those wanting to be transferred. A screening committee composed of administrative personnel was set up to select those who could participate in the program. Based on data forwarded by the sending school teachers on ability, achievement, attendance and adjustment, teachers' and principals' recommendations, the selection committee tried to determine whether the child would be able to make the adjustment to a new school. Recommendations from a child's teacher seemed to be the most significant selection factor. The committee sought to determine whether a child could profit from open enrollment. This screening committee then assigned those pupils who were chosen to receiving schools.[56]

The program with 513 students participating began on February 3, 1964. The sending and receiving schools were: [57]

Sending Schools

School No.	Percent Nonwhite Enrollment—1963-64	School No.	Percent Nonwhite Enrollment—1963-64
2	90.6	6	93.8
3	93.6	9	93.0
4	94.1	14	82.9

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[53] City School District, Rochester, N.Y., Press Release, "Board Reports on Racial Imbalance and Announces New Building Program." November 5, 1964. See also the Section *Community Response*, p. 33.

Among the reasons given for terming the Princeton Plan impractical are the following:

1. There are great differences in size among the forty-four elementary school zones.
2. There are great differences in the ages and suitability of school buildings for use by certain grade levels.
3. There is a high mobility within certain school zones.
4. The Princeton Plan would provide only a temporary solution to the reduction of racial imbalance. In its policy statement, the Board of Education made it clear that plans to reduce racial imbalance should provide long-term solutions.

[54] *Supra*, note 51, at p. 1.

[55] Interview with Dr. William Rock, Admin. Director of Planning and Research, July 13, 1966.

[56] *Ibid.*

[57] Rochester *Democrat and Chronicle*, February 2, 1964; Staff interviews with City School District personnel, July 1936. Two additional receiving Schools No. 30 (11.6 percent nonwhite in 1964-65) and No. 21 (1.6 percent nonwhite in 1964-65) were added in September 1965.

Receiving Schools

School No.	Percent Nonwhite Enrollment—1963-64	School No.	Percent Nonwhite Enrollment—1963-64
1	1.5	39	3.3
7	0.0	40	0.0
8	1.6	41	0.1
17	9.6	42	0.4
23	0.9	43	0.0
24	1.4	44	1.1
34	1.0	46	0.6
35	0.9	49	2.9
38	0.1	50	0.6

In June, 1964, 495 of the original 513 students participating in the open enrollment program were still enrolled. The following school year (September 1964) 425 children attended schools other than those in their own district. Forty-four returned or transferred and 46 enrolled during the school year. In June 1966 there were 680 children enrolled in the program.[58] Members of the administrative staff have informed the Commission that almost all of the children who participated in this program were Negro.

In the first year of the program, a waiting list was established for those children wanting to go but unable to be accommodated because of lack of space. During the original selection, the committee consciously attempted to put all members of a family who applied in the same school or, at least, on the same bus.[59] Children were assigned to classes by the receiving school principal.[60]

Transportation for the program was provided and paid for by the school district, but 90 percent of that sum is reimbursed by the State. Each bus has a bus matron whose salary is paid by the Rochester school system; this is not reimbursed by the State.[61]

The retention rate of students who transfer out under open enrollment has been high. Informal evaluation by the teachers and principals showed favorable attitudes toward the program. Most believe that the program was mutually beneficial for Negroes and whites.[62] At the end of the 1963–64 school year, parents were asked if they wished their children to continue in the program. Of the approximately 500 replies received, about 80 percent, or 400 parents said "yes," 85 said "no," and 15 did not reply. The reason most often given for not wishing to have a child continue in the program was moving either out of town or to another school not in the program.[63]

While every receiving school has increased its percentage of nonwhite students, the sending schools have become increasingly nonwhite.

Percentage Nonwhite

Sending School	1963-64	1965-66	Percent Change
9	93.0	98.9	+5.9
2	90.8	97.4	+6.6
4	94.1	97.0	+2.9
3	93.6	96.8	+3.2
6	93.8	96.6	+2.8
14	82.9	89.9	+7.0

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[58] Monroe County Human Relations Commission, *Summary of Attempts to Reduce Racial Imbalance in the Rochester City School District*, p. 2, undated. Interviews with Administrative Personnel, July 1966.

[59] Interview with Mrs. Alice Young, Administrator for the Rochester School District of

[60] *Ibid.*

[61] *Supra*, note 59.

[62] *Ibid.*

[63] Mr. Herman R. Goldberg, *The Rochester Public Schools' Report Card on Racial Imbalance*, presented before Delegated Assembly of the Council of Social Agencies Chamber of Commerce, June 4, 1964, pp. 16–17.

In addition, 23 of the city's 43 elementary school still have less than 10 percent nonwhite enrollment.[64]

Since enrollment is increasing on a citywide basis, all of the schools in Rochester are near capacity. Thus, there may not be space available to meet all the requests for transfer.

On January 20, 1966, the Rochester Board of Education announced that the Open Enrollment program would be expanded to include secondary schools. The schools affected are located on the West Side of the city. They are:[65]

School:	*Percent Nonwhite, 1965*
Madison High	61.2
Charlotte High	00.1
Marshall High	00.8
Jefferson High	02.5

Pupils electing to attend Charlotte, Marshall, or Jefferson will be permitted to attend that school until graduation. Transportation to those schools will be provided by the City School District following its regular policy of providing free transportation for pupils residing more than one and one-half miles from school.

Approximately 800 children were eligible to participate in this program and at this time, 238 have expressed an interest. There is no selectivity in this program; all who apply will be permitted to transfer.[66]

C. TRIAD

In November 1964, the City School District announced a plan, to be known as the Voluntary Extended Home Zone Plan, or TRIAD, to go into effect in the 1965–66 school year. Under the plan three school zones that are adjacent to each other were grouped together to form a TRIAD. Children were assigned to a particular school within the boundaries of the Triad but were given the option to transfer to another school if space were available. In each TRIAD there was one predominantly Negro school.

The Board of Education, in announcing the plan, stated:[67]

> The Triad plan preserves the basic values of the traditional neighborhood school policy, while at the same time meeting the objection that the neighborhood policy—rigidly adhered to—supports and preserves racial segregation. Under this plan, the neighborhood concept is not destroyed; it is enlarged.

The three TRIADS were:

1. Schools 8, 20 and 22—23 children participated
2. Schools 25, 27 and 11—34 children participated
3. Schools 16, 19 and 29—102 children participated

Four hundred twenty-three (423) children applied for transfer under this plan and as of November 1965, a total of 159 children were enrolled.[68]

The percentage of nonwhite students at these nine Triad schools in the 1965–66 school year and the increase from the preceding year are indicated in the chart below:[69]

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[64] Staff calculations based on data in *Annual Statistical Report*.

[65] The plan affects three groups of pupils:

1. Children who will complete the sixth grade in School Nos. 2 (97.4 percent nonwhite), 3 (96.8 percent nonwhite), and 4 (97.0 percent nonwhite) in June 1966, may elect to attend seventh grade in Marshall High School or Charlotte High School in September 1966.
2. Children now in the seventh and eighth grades at Madison High School who reside in those areas served by schools 2, 3, and 4 may transfer to eighth and ninth grades at Charlotte High School, Marshall High School, or Jefferson High School in September 1966.
3. Brothers and sisters of sixth grade children at Schools Nos. 2, 3, and 4 now attending Madison High School in grades nine through eleven, may also transfer to Charlotte, Marshall, or Jefferson in September 1966.

[66] Interview with Mr. George Rentsch, Admin. Director, Secondary Schools (currently on leave), July 13, 1966.

[67] City School District, Rochester, N.Y., Press Release, *New and Expanded Programs Provided Greater Opportunities for Rochester Pupils*, p. 2, June 7, 1965.

[68] Information furnished by Dr. William C. Rock, Coordinator of Research and Planning, Rochester City Schools.

[69] Staff calculations based on figures in the *Annual Statistical Report*.

Percentage Nonwhite

	School	1964–65	1965–66	Change
I.	8 20 22	3.9 57.1 7.4	6.3 64.4 8.1	+2.4 +7.3 +0.7
I.	11 25 27	0.6 3.5 60.5	1.8 6.2 71.9	+1.2 +2.7 +11.4
III.	16 19 29	3.4 70.1 82.7	8.7 78.9 89.4	+5.3 +8.8 +6.7

Thus, although TRIAD did increase the number of nonwhite students in the predominantly white elementary schools participating in the plan, the percentage of nonwhite students in the predominantly nonwhite elementary schools involved in the plan also continued to rise.

D. West Irondequoit

In March 1965 the School Board in West Irondequoit, a suburb of Rochester, unanimously adopted a resolution endorsing a plan to transport 25 first graders from racially imbalanced city schools to schools in West Irondequoit where space was available.[70] West Irondequoit has four Negro students in an enrollment of approximately 5800.[71] It is an economically above average community with a median family income of approximately $9,000 in 1960. This compares with a median income of $6,361 in Rochester. The median number of school years completed in 1960 was 12.3 as compared with 10.1 in Rochester.[72]

The students selected to participate in the West Irondequoit plan by Mr. Goldberge and his staff were from School No. 19 (approximately 78.9 percent nonwhite) located in a middle-class Negro area. It was felt that these children would have the best chance to succeed. The staff screened 58 incoming first grade children—those who were average and above average as recommended by their kindergarten teachers—in an effort to make the transfer a success. Twenty-nine children were chosen to participate and 29 formed a control group which remained in School No. 19. These two groups of children were comparatively equal in ability and achievement. Once a child had been selected for the program, the staff met with the parents of each child personally to explain the program and obtain their consent.[73]

Rochester pays the tuition for the children participating in the program and provides the transportation. The transportation and tuition are reimbursed by State research funds and Federal funds under Title I of the Elementary and Secondary Education Act.[74] Lunchroom facilities and supervision are provided by West Irondequoit.

Twenty-four children (23 Negro, one white) went to West Irondequoit on the program this past school year, 1965–66. They will continue in the West Irondequoit system until graduation. Each year approximately 25 more children will enter first grade in West Irondequoit until the number of inner-city children reaches 300. The plan was organized so that there are not more than four Negro children in any particular class and there is never just one. The participating children are presently enrolled in six elementary schools, based on available space.[75]

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[70] West Irondequoit School District, *Focus on Understanding,* August 31, 1965. A report on the plans for the implementation of the program.

[71] Interview with Earle Helmer, Superintendent of Schools, West Irondequoit, July 13, 1966.

[72] U.S. Bureau of Census, *U.S. Censuses of Population and Housing: 1960.*

[73] Interview with Dr. William C. Rock and Mr. George J. Rentsch, July 13, 1966.

[74] See Appendix D.

[75] Interview with Mr. William Heinrich, July 28, 1964.

Opposition in West Irondequoit is still strong, though not as virulent as when the program was first announced.[76]

Three of the 24 children who went to the West Irondequoit first grade failed and will have to repeat the first grade next year. However, two children in the control group left at School No. 19 also failed the first grade.[77] The comments by the parents of children enrolled in the West Irondequoit program generally have been quite favorable. An evaluation of the project was undertaken by educators representing both communities. It was their conclusion that "the program is working well and that children involved at this time are benefiting from the experience." [78]

In March 1966 five members of the New York State Education Department visited Rochester and West Irondequoit to observe this program in operation. They reacted affirmatively to the program and concluded that while both white and Negro parents had shared similar apprehensions for their children, the success of the program seemed to calm these fears.[79]

E. Future Plans

1. In January 1966, the School Board published a racial census which revealed that, despite the various plans then in operation, racial imbalance actually had increased in the inner-city schools. Mr. Goldberg deplored this development, but argued that rigid housing patterns were to blame and that the Board of Education had no control over such factors.

2. At the present time Rochester does not have separate junior high school facilities. Plans are currently being made to build a junior high on the east side of the city. The Board has announced that this school will be racially balanced.[80]

This school will have a total of 1,400 students of whom approximately 30 percent will be nonwhite.[81]

3. On March 3, 1966, the Board of Education unanimously passed the following resolution: [82]

> Resolved that the administration shall review and further develop plans for the correction of racial imbalance in accordance with the Board's policy on racial imbalance adopted August 27, 1963, looking to their implementation and success in the near future.

On May 19, 1966, the board passed a resolution instructing the superintendent to have ready by February 1967 a plan for the total desegregation of the Rochester elementary schools. Dr. Henry Butler, of the University of Rochester, has been hired by the Center for Urban Education in New York City to assist performing a survey contracted with the State Department of Education.

4. This fall Dr. Elliot S. Shapiro, principal of PS 93 in New York City will come to Rochester as Director of the Center for Cooperative Action in Urban Education in Rochester. According to Mr. Goldberg and Dr. Fullagar, Dean of the University of Rochester's College of Education, Dr. Shapiro "will coordinate the Center's activities in mobilizing area schools, universities industry and community resources in planning new activities desgned to improve and broaden urban education" [83] In anticipation of Dr. Shapiro's arrival, a seminar, called Community Resources Workshop met throughout the summer to

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[76] *Ibid.*

[77] City School District, Rochester, N.Y. *An Interim Report on a Cooperative Program Between a City School District and a Suburban School District.* July 2[illegible], 196[illegible].

[78] *Ibid.*

[79] State Education Department, Urban-Suburban Cooperation in Education. Report of a March 23-25, 1966 visit by 5 members of the N.Y. State Education Department to Rochester and West Irondequoit.

[80] *Supra,* Racial Imbalance in the Rochester Public Schools, p. 24. As the Board of Education stated in announcing the plans for this school: Placing these students in junior high school centers will reduce imbalance since students will come from broader attendance areas than they do at present. Moreover, removing seventh graders from the elementary schools may create additional vacant rooms in these buildings which can be used in connection with plans to reduce imbalance in the elementary grades.

[81] Information furnished by Dr. William C. Rock, Coordinator of Research and Planning, Rochester City Schools.

[82] Rochester Board of Education, Resolution passed March 3, 1966.

[83] *N.Y. Times*, June 21, 1966.

formulate suggestions for Dr. Shapiro for new approaches in education.[84] Proposals thus far involve a new 800 pupil school building combined with new methods and approaches in hopes of attracting children back to inner-city schools.

Community Response

The National Association for the Advancement of Colored People, and the Congress of Racial Equality were the only significant civil rights groups in Rochester until after the 1964 riot.[85] The NAACP had filed suit in 1962 against the Rochester Board of Education alleging that there was *de facto* segregation in the City's schools.[84] When the board announced its plans for correcting racial imbalance, the NAACP was generally in favor of most of the proposals but criticized the board for not immediately closing School No. 3, then 95.3 percent Negro. The NAACP also criticized the board for not including in its desegregation plan statements by the U.S. Supreme Court indicating that segregated schools are harmful to the white child as well as to the nonwhite child.[87]

The closing of School No. 3 was opposed by another civil rights group, the Frederic Douglass Non-violent Committee, which thought the closing of the school would lead to a further deterioration of the Third Ward largely Negro area.[88]

In October 1963 an *ad hoc* organization known as the Citizens Committee on School Integration was formed. It urged the Board of Education to place significant numbers of Negro pupils in all city schools and propesed a plan for bussing children throughout the city. This organization was dissolved in 1965.[89] In the same month, opponents of the Princeton Plan in the community organized and demanded that candidates for the Board of Education indicate their approval or disapproval of the plan. This group collected 1400 signatures protesting the Princeton Plan.[90] The Republican Party and Municipal Affairs Committee also announced their opposition to the Princeton Plan.[91]

During this time a group called the Neighborhood School Concept Association (N.S.C.A.) was formed. It released the following statement:[92]

> I. OUR BELIEFS:
>
> A. We believe in maintaining the NEIGHBORHOOD SCHOOL CONCEPT in Elementary and High Schools, without regard to race, creed or color.
>
> B. We believe that Junior High Schools shall not be re-implemented.
>
> C. We believe it is wrong and illegal to consider redrawing district lines for the purpose of excluding or including children based on their race, creed or color.
>
> D. We believe it is necessary that each child attend the school nearest his home for his own protection and benefits because of natural and man made hazards such as weather, traffic, unforeseen emergencies, illness, financing, increased taxes and difficulty in joining after school activities.
>
> E. We believe that the Board of Education should not provide transportation for the sole purpose of effecting Racial Balance.
>
> F. We believe that such money expended should be used for increased teachers salaries, available equipment and improved schools.
>
> G. We are unalterably opposed to the Princeton Plan, or any similar plan that would change the basic NEIGHBORHOOD SCHOOL CONCEPT at Elementary and High School level.

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[84] A group of approximately 40 people met for five weeks to discuss and individually submit ideas for a new school to be built in Rochester. A committee of eight will eventually shape these ideas into proposals for improving urban education.

[85] After the riot in July 1964 the Urban League was invited into Rochester.

[86] See section on Legal Action, p. 36 *infra*.

[87] Rochester *Democrat and Chronicle*, September 27, 1963.

[88] Rochester *Democrat and Chronicle*, October 4, 1963.

[89] Rochester *Democrat and Chronicle*, October 8, 1963; also, staff interview, Miss Hannah Storrs, Former President of the Citizens Committee August 24, 1966.

[90] Rochester *Democrat and Chronicle*, October 27, 1963.

[91] Rochester *Democrat and Chronicle*, November 11, 1963.

[92] Taken from an information Sheet of the N.S.C.A.

The Administration subsequently decided not to implement the Princeton Plan.[93]

In November 1963, when the Board decided that the 5th and 6th grades at School No. 3 (93.6 percent nonwhite), should be transferred to School No. 30 (all white) to alleviate overcrowding at No. 3, the parents of children at School No. 30 sought an injunction barring this transfer.[94]

The 127 children from School No. 3 were to be "regrouped" with 120 fifth and sixth grade children in School No. 30, although in a prior instance pupils transferred from an overcrowded No. 19 School were placed in separate classrooms. If this practice had been followed in School No. 30 (all white), the move could have operated as a form of segregation. The Board's right to make this particular transfer was upheld by the Appellate Division of the State Supreme Court.[95] The Board also transferred 11 children from School No. 4 (94.1 percent nonwhite) to School No. 40 (all white) under open enrollment. An injunction against the open enrollment plan was dissolved by the Appellate Division.[96]

The newest civil rights organization in Rochester is FIGHT (Freedom, Integration, God, Honor, Today). This group was organized by Saul Alinsky in the spring of 1965. It has representatives from civic, racial, and religious groups in the Negro community. FIGHT attempted to bring pressure on the Board of Education to bring about significant reductions in racial imbalance—as the Board had stated it intended to do in 1963 and 1964. FIGHT currently is sponsoring a petition to Commissioner Allen charging lack of effective board action.[97] The Board of Education has filed an answer to this petition.[98]

Sporadic criticism of the board's attempt to reduce racial imbalance has come from various organizations who feel that as of now the Board of Education has not lived up to its earlier pledge to achieve racial balance. An *ad hoc* group called the Parents' Grievance Committee was formed in the spring of 1965 consisting of parents groups interested in the problem of racial imbalance in the schools. This group has, in turn, formed parents groups at various schools.[99]

The regular board meeting on March 4 was attended by various civil rights groups. Groups represented included: FIGHT, NAACP, Urban League, Friends of FIGHT, Rochester Area Ministers Conference, Parents' Grievance Committee, School No. 4 PTA, Madison High Parents Group. Liberal Party and the National Council of Jewish Women. These groups were vocal in their criticism of the results of the school system's various plans. As indicated earlier, the Board of Education passed a resolution instructing the superintendent to have ready by February 1967, a plan for total desegregation of the Rochester elementary schools.[100]

Legal Actions. On June 7, 1962, a suit was filed in the U.S. District Court by 10 families (six Negro and four white) against the Rochester Board of Education alleging that there was *de facto* segregation in the city's schools and seeking a court order that would require integration. The NAACP provided the research and the legal counsel for this suit. This suit was subsequently dropped in April 1965.[101] Suits contesting School Board attempts to alleviate racial imbalance also were brought.

A. *Strippoli* v. *Bickal*, 21 A.D. 2d 365, 250 N.Y.S. 2d 969 (1964).

A suit was brought in January 1964 by an association of parents and persons living in the School No. 30 district against the Board of Education to prevent the transfer of nonwhite students from School No. 3 to School No. 30, attended by white students only. On April 6, 1964, the New York Supreme Court, Monroe County Special Term, issued an order enjoining the transfer, and directing the return of the students to No. 3 School. On June 25, 1964, the Appellate Division of the Supreme Court reversed the lower court. The Court held that, based on the record before it which included evidence of overcrowding at School No. 3, transporting nonwhite children by bus and integrating them into a school 2½ miles distant from their former school was not an arbitrary, capricious or unreasonable act on the part of the Board of Education and the superintendent, notwithstanding the fact that a substantial factor influencing their decision was a desire to reduce, to some extent, the racial imbalance existing in the public schools. The Court enjoined the board from carrying out its plan. On October 22, 1964, the Appellate Division of the Supreme Court reversed the lower court and held that the open enrollment program does not violate any constitutional rights of white parents, their children who are attending a receiving school, or the students who voluntarily transfer.

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[93] *Supra*, note 53.

[94] Rochester *Democrat and Chronicle*, January 2, 1964.

[95] See p. 36, *infra*, for account of litigation *sub. nom. Strippoli* v. *Bickal*.

[96] See p. 36, *infra*, for litigation *sub. nom. DiSano* v. *Storandt*.

[97] Rochester *Democrat and Chronicle*, August 19, 1966.

[98] *Ibid.*

[99] Interview with Miss Hannah Storrs, August 24, 1966.

[100] See p. 31, *supra*.

[101] Interview with Jerome Balter, a plaintiff in the NAACP suit, August 24, 1966.

B. *DiSano* v. *Storandt*, 22 A.D. 2d 6, 253 N.Y.S. 2d 411 (1964).

Another suit was brought early in 1964 by the parents of children at School No. 40 to enjoin the Board of Education and the Superintendent of Schools from putting an open enrollment program into effect.

C. *Etter* v. *Littwitz*, 47 Misc. 2d 473, 262 N.Y.S. 2d 924 (1965).

In the spring of 1965 taxpayers and parents of students attending school in West Irondequoit brought suit against the School Boards and Superintendents of West Irondequoit and Rochester to enjoin school officials from executing a plan to transfer certain first grade pupils from "racially and culturally imbalanced" districts in Rochester to the West Irondequoit schools for the 1965–66 school year. On September 2, 1965, the New York Supreme Court held that the plan was not discriminatory, arbitrary or capricious and did not violate any statutory or constitutional provisions and that a preliminary injunction could not be granted for want of a clear showing of any legal justification or authority for such relief. Subsequently, the Court granted summary judgment for defendants and dismissed the action on the merits.

Summer Programs

A. Brockport

The Campus School located on and operated by the State University campus at Brockport began a program this summer involving 75 Rochester school children and 75 Brockport school children, grades K–6.[102] It is both a child enrichment program and a teacher training program. There are 37 undergraduates from Brockport University being trained under this program to work with all types of children.

The children selected to participate were from School No. 14 (89.9 percent nonwhite) and School No. 20 (64.4 percent nonwhite). Sixty percent of the children from Rochester are Negro; the other 40 percent are white and Puerto Rican. An attempt was made to choose the average youngster.[103]. Four of the teachers in the program are from the Rochester schools and five are from the Campus School staff.

On August 19, 1966 it was announced that 35 students from Rochester will be bused to the school during the coming academic year.[104] Superintendent Goldberg stated that continuation of the project "resulted from the parents of the pupils enrolled in the summer classes 'forcefully' asking for continuation during the 1966–67 school year." [105]

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[102] Staff interview with Dr. [illegible]. D. Virgillio, Principal of the Campus School, Brockport, New York, July 15, 1966. This school is *not* a part of the Brockport Central School District.

[103] *Ibid.*

[104] Rochester *Democrat and Chronicle*, August 19, 1966.

[105] *Ibid.*

B. Penfield

Penfield, in order to diversify its school population—5,000, of whom 4 were nonwhite—participated in a summer program and accepted 26 children from School No. 27 (71.9 percent nonwhite) for its Enrichment Program. The children were from Grades four, five, and six and were chosen on the basis of high ability and interest. The program covered five areas: social studies, science, math, language arts, and fine arts. Penfield also will employ its first Negro teacher next fall—an English teacher at the junior high school level.[106]

C. Brighton

Brighton, for the third successive summer, has taken children from School No. 19 (78.9 percent nonwhite) into its summer program. Brighton, at the present time, is an upper middle-class suburb with "possibly one Negro family with school children."[107] The Brighton Board of Education offered to take inner-city children in the summer program if the Brighton PTA would fund it. For the summer of 1964, the PTA raised money for 15 children and Rochester raised money for 10. For the summer of 1965, School No. 19 raised half the money and 35 children came. In 1966, the program was funded under Title I of the Elementary and Secondary Education Act and there was room for 40 children. The program in Brighton, as in Penfield, is basically an enrichment program.[108]

Brighton currently is undertaking a survey of classroom space that could lead to accepting full-time pupils from Rochester's inner-city.[109]

Education in Monroe County. There are now 18 school districts in Monroe County. (Brighton 1 and Brighton 2 were combined at the end of last year.) Teachers' salaries in Rochester have been competitive with those of suburban districts, although the attractiveness of salaries in Rochester compared with these districts has fluctuated from time to time. For example, when the State minimum for a teacher with a bachelor's degree started at $4,500, Rochester was paying $5,150. Rochester ranked fourth in the county for starting salaries of teachers with a bachelor's degree last year (the range of county salaries was from $5,000 to $5,200 at this level) but at each successive level of training the rank for Rochester dropped for both the minimum and maximum salaries. As a result of negotiations between the Board of Education and the Rochester Teachers Association, a new salary schedule has been adopted for the 1966–67 school year which provides for a starting salary of $5,700 for a teacher with a bachelor's degree and $6,215 with a master's degree. These represent the highest starting salaries in Monroe County.[110]

Rochester in 1964–65 spent $747.64 per pupils for operating expenses and will spend $889.58 per pupils this year. (Operating expenses exclude capital outlay, debt service, summer school and adult education programs.) The following table compares operating expenditures and State aid for Rochester and several surrounding school districts for which figures are available for 1964–65 and 1966–67.

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[106] Interview with Mr. Peck, Superintendent of Penfield School District, July 14, 1966.

[107] Staff interview with Mr. Fred Painter, Superintendent of the Brighton School District, Brighton, New York, July 14, 1966.

[108] *Ibid.*

[109] *The Times-Union*, Rochester, New York, September 13, 1966, p. 2B.

[110] DeLong and Rock, "A Comparison of Salary Schedules for Teachers in Rochester with those in other Monroe County School Districts" (1965), and information furnished by Dr. William C. Rock, Coordinator of Research and Planning, Rochester City School District.

School Costs and State Aid [111]

District	1964–65 Operating	1966–67 Operating	% State Aid		% Federal	
			64–65	66–67	64–65	66–67
Greece	696.80	829.93	44.3	42.8	1.8	.2
Rush-Henrietta	642.87	879.57	46.8	46.75	1.64	1.64
East Irondequoit	767.60	938.96	40.47	40.56	0.38	1.41
Pittsford	689.00	940.19	31.0	23.0	.002	(*)
Churchville-Chili	664.00	799.00	65.7	60.2	----------	.004
Webster	730.28	840.00	51.0	47.8	.0017	.0014
Penfield	767.00	912.00	39.3	45.0	.03	.034
West Irondequoit	722.78	904.67	40.0	41.0	(*)	(*)
ROCHESTER	747.64	889.58	29.3	31.7	.4	.3
Gates-Chili	751.12	820.83	45.3	48.2	2.1	2.1
Spencerport	661.45	842.95	53.0	53.0	(*)	(*)
Wheatland-Chili	720.00	893.00	63.0	58.0	.3	.2
Fairport Central	651.22	834.38	59.3	56.7	.001	.008
Hilton Central	685.24	862.30	64.13	61.31	.0013	.0058
Honeoye Falls	703.00	883.00	72.0	72.0	0.14	0.20
Brighton	935.00	1066.00	22.9	31.7	0.25	0.09

*Unavailable

In addition to the West Irondequoit Program and some summer school programs which bring inner-city children to the suburban schools, the suburbs transport handicapped children and children in technical and/or vocational courses into the city. Transportation and services are handled by county-wide Boards of Cooperative Educational Services (BOCES); there are two such Boards in Monroe County. These Boards have been in operation for approximately eleven years. Local school districts voluntarily join these Boards. The Boards then provide services such as audiovisual services, reading consultant services and testing services to its member districts. Each school district contributes money to the operation of the particular BOCE in its district; these funds are then reimbursed by the State.[113]

Compensatory Education. At the present time, Rochester has two main compensatory education programs. The first of these is Project Beacon, run by the City School District. The project is conducted in four schools whose students are considered to be culturally disadvantaged—No. 2 (97.4 percent nonwhite), No. 6 (96.6 percent nonwhite), No. 27 (71.9 percent nonwhite) and No. 15 (20.4 percent nonwhite). In the 1965–66 school year Grades K–2 were covered, involving 66 teachers and 2,500 children at the lowest poverty level. In the 1966–67 school year it is planned to cover Grades K–3 involving 90 teachers and approximately 3,000 students.[114]

The program covers six areas: (1) Language Arts. This aspect stresses visual and auditory improvement; the Bank Street School multiracial readers are used; (2) improvement of self-image. This phase concerns ego development and self-concept; it is a type of guidance program; (3) Cultural Enrichment—a program involving field trips, etc.; (4) Working with parents. Each of the participating schools is developing its own program; (5) Development of new teaching materials; (6) Teacher training. This part of the program deals with "developing the attitudes of the teachers, making them into teachers who care." This is done through discussion groups and the participation of three "resource teachers"; i.e., "master teachers" who are available to provide assistance when and where it is necessary.[115]

The second of these compensatory projects is the Lighted Schoolhouse, funded by the Office of Economic Opportunity. The proposal for this project originated with the ABC Corporation (Rochester's anti-poverty organization).

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[111] From data collected by Rochester City School District, September 1966.

[113] Staff interview with Mr. Kenneth Harris, Asst. Superintendent, Cooperative School District No. 1, Penfield, N.Y., August 8, 1966.

[114] Interview with Mr. John Franco, Director of Project Beacon.

[115] *Ibid.*

A proposal was submitted which was jointly authored by Dr. Walter Lifton of the City School District and Dr. Walter Cooper from Eastman Kodak. The project, which began in the summer of 1965, is designed to reach those children who are limited by parental and environmental conditions.

The project was funded for five major sites, plus eight "satellite centers" designed primarily to serve younger children. These centers are located in stores or buildings available in the neighborhood, such as churches.

The program covers Grades 1-12. The Lighted Schoolhouses are open in the afternoons after regular school hours, on Saturdays, and during the summer. Elementary school children participate in the afternoon and high school classes meet at night.

Children are assigned to classes according to ability and achievement, based on information received from their home school; age is not a factor. The schools cooperate closely with the project in furnishing data on the child. The program is directed to the underachievers, although there are some retarded and slow-learning children present. The emphasis is on reading and math skills.[116] For this summer's program 1,415 children registered and average daily attendance was approximately 900. Seventy to 80 percent of the children who participated were Negro; there were also some Puerto Rican children attending and one center was predominantly white. The ratio of whites to Negroes has increased since the program's inception.

Teachers request to work in this program, although some are recommended by their principals; there are more applicants than places. Some suburban teachers also are employed. The majority of the teachers are white.[117]

The Lighted Schoolhouse Project includes a tutorial program given during the regular academic year for high school students in certain subject-matter areas. This program has about 300 or 400 students. This summer, 120 children were enrolled in a program in English for Spanish-speaking children. The people directing the Lighted Schoolhouse Project think that it has been successful and has a substantial impact on its participants.[118]

Federal Programs

The Rochester City School District currently has 20 programs totaling $1,168,159 funded under Title I of the Elementary and Secondary Education Act of 1965. Title I authorizes Federal support to local public educational agencies for special educational programs for educationally deprived children in attendance areas where low-income families are concentrated. Its aim is to help broaden and strengthen education for poor children, wherever they may be found—in public schools, in private schools, or out of school. Congress appropriated more than $1 billion for 1965–66, the first year of this program.

Grants are made by the U.S. Commissioner of Education to State Educational Agencies which suballocate grant funds to eligible local educational agencies. Title I is described in greater detail in Appendix D.

Under Title I funds are provided to cover part of the cost of the transfer of 24 children to the West Irondequoit public schools. Title I funds also have been provided to send 40 children to the Brighton summer school, 26 children to the Penfield summer school and 75 children to the summer school at the Campus School of the State University at Brockport.

Rochester is also receiving funds under Title III of the Elementary and Secondary Education Act. These funds are being used to plan a "World of Work" elementary school to serve the entire city. A group of approximately 40 people interested in new concepts and approaches to education were selected to attend a Community Resources Workshop at the University of Rochester for the purpose of discussing various possibilities for this new school. Now an 8-man committee is being formed to go through the various proposals put forward by the 40 participants and to present a final proposal by March 1967, when it will be submitted for additional Federal funding.[119]

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[116] Interview with Sister Jamesetta and Mr. N. R. Milella, Co-directors of the Lighted Schoolhouse Project.

[117] *Ibid.*

[118] *Ibid.;* Interview with Mr. Russell Brigandi, Lighted Schoolhouse Center director, July 15, 1966.

ELEMENTARY AND SECONDARY EDUCATION ACT

SUMMARY OF ROCHESTER TITLE I PROJECTS AS OF JULY 21, 1966

JOINT PROJECTS: PUBLIC AND PAROCHIAL SCHOOLS

Title	*Budget*	
1. Family Nursery School	$209,293	
2. Expansion of Nursing Services	69,190	
3. Inter-City Bus Trips	20,691	
4. Art Action Centers	60,865	
5. Learning Skills Centers for Emotionally Deprived	89,001	
6. English for the Foreign Born	46,413	
7. Bookmobile Service	43,437	
8. Artmobile Service	27,309	
9. Speech and Hearing Therapy	67,503	
10. Increased Provision for Field Trips	31,043	
11. Improving Attendance in Inner-City Schools	35,282	
12. Classes for Emotionally Disturbed Children	74,518	
13. Educational Media	12,874	
14. Administration and Evaluation	102,877	$890,296
PAROCHIAL SCHOOLS ONLY		
1. Psychological and Social Work Service for Parochial School Children	$63,382	
2. Improving Basic Reading Skills Through Remedial Reading	63,808	127,190
PUBLIC SCHOOLS ONLY		
1. Pupil Transfer Plans	$108,492	
2. Three-for-Two Plan	161,199	
3. Strengthening Instruction in Composition	61,343	
4. Elementary School Counseling	38,656	
5. Typewriter Loan Program	12,204	
6. Developing Instructional Materials Centers in Six Inner City Elementary Schools	115,479	
7. Junior High School Plan	153,300	650,673
TOTAL		1,668,159

Other Federal Aid to Elementary and Secondary Education in Rochester, New York (Programs and Projects, 1966)

	1966
Elementary and Secondary Educational Activities:	
Title II—School Library Resources	$111,212.50
Title III—Supplementary Educational Centers and Services:	
City School District	167,445.
*School District #3	180,773.
National Defense Educational Activities:	
Title III—Instructional Assistance	80,882.82
Title V—Guidance, Counseling, and Testing	10,200.
Vocational Education:	
Manpower Development and Training Act:	
Multi Occupation (Youth)	1,804,720.
Multi Occupation (Adult)	878,531.
Nursery School Aide	7,563.54
Tool and Die Maker	19,281.
Total	3,260,608.86

*Paid to Genesee Valley School Development Association, in which Rochester participates.

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[119] Grants made under Title III are not tied to poverty indexes. The formula is based on the number of children aged 5 through 17 in the State in relation to the number of such children in the Nation. Grants may be used for planning and development of programs designed to provide supplementary educational activities and services, including pilot projects to test the effectiveness of plans. Grants may also be used to establish, maintain, and operate programs, including lease or construction of necessary facilities and the acquisition of necessary equipment, designed to enrich the programs of local elementary and secondary schools.

II. *SYRACUSE*

BACKGROUND—POPULATION, HOUSING, AND EMPLOYMENT

Syracuse is located in Onandaga County in upstate New York. The population of the city in 1960 was 216,038 of whom 11,141 were Negroes.[120] The Negro population increased 144 percent from 1950 to 1960. During this time the city lost 2.1 percent of its population, but population of the suburban communities in the metropolitan area increased 42.2 percent.[121]

More than four-fifths of all Negroes in Syracuse live in eight census tracts near the center of the city. This has been the traditional Negro neighborhood. In 1950, 94 percent of the Negro population lived in four tracts, but by 1960, the density of the Negro population in these four tracts had increased 88 percent in one tract and 425 percent in another and newcomers had moved into four contiguous tracts.[122]

Two public housing projects, which are predominantly Negro, are located in this area, Pioneer Homes (built in 1940) and Central Village (built in 1962). On the east side of the area an interstate highway project has removed 40 units of Pioneer Homes Project, as well as many private Negro and white homes; on the north, an urban renewal project has obliterated a large part of the old ghetto.[123] Consequently, movement of the Negro population has been to the south and it is in this direction that the greatest resistance to school integration has arisen.

The Negro population of Syracuse is young. The median age for nonwhites was about 22 years in 1960. About 30 percent of the nonwhite population was under 10 years of age compared with about 18 percent for native born whites.

The educational attainment of Negroes in Syracuse is low. In 1960, of 5,595 Negroes over age 25, only 259 had a college degree. About one-fifth completed high school or beyond. The median was 8.7 years of school compared with 11.1 years for the city.[124]

The median income for Negro wage earners in Syracuse in 1959 was $2,556; the white median was $3,308. Only 2.8 percent of all Negroes earned more than $6,000 in 1959. Twenty percent of the Negro male work force were employed as service workers. Only 2 percent were professional and technical workers. The current estimate of Negro unemployment is 8 percent as of September 1, 1966, compared to a city rate of 3 percent.[125]

SCHOOL SYSTEM

The City of Syracuse has 30 elementary schools, 10 junior high schools and 4 high schools. School enrollment in October 1965 was 29,776. Negroes constituted 16.03 percent of the enrollment.[126] Only two schools, both of them elementary schools,[127] had no Negro students; nevertheless, more than half of the Negro elementary school children attended four schools with racial balances ranging from 46.9 percent to 89 percent Negro.[128]

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[120] Negroes constitute 91.3 percent of the total nonwhite population in Syracuse. The nonwhite population is 5.7 percent of the total for the city; Negroes are 5.2 percent of the total. All population figures are from the 1960 Census unless otherwise noted. The current estimate of Negro population in the city is about 13,000.

[121] Syracuse University, "The Negro in Syracuse," p. 3 (1964).

[122] *Ibid.*

[123] About 56 percent of Negro families displaced by urban renewal were relocated in the same area. Another 26 percent are relocated in census tracts contiguous to the urban renewal area. Syracuse University, "The Negro in Syracuse," p. 31 (1964).

[124] U.S. Census, PC (1) C N.Y., General Social and Economic Characteristics.

[125] Estimate provided by Mr. Frank Wood, Director of Research, Onandaga County.

[126] There were 3,351 Negro elementary school students (19.03 percent), 958 Negro junior high school students (15.34 percent) and 476 Negro senior high school students (8.04 percent). The age-distribution pattern accounts in part for the sharp drop in numbers of Negro secondary school students. In addition, there is a serious Negro dropout problem in Syracuse. School enrollment, see Appendix E.

[127] The two schools with no Negroes enrolled were Jefferson and Lincoln Schools. Both have enrollments over capacity.

Racial imbalance was not a serious problem in junior and senior high schools last year. Madison Junior High School—on the northern edge of the Negro neighborhood in the urban renewal area—had a Negro enrollment of 76.8 percent in 1964, but has been closed and the students bused to other schools. Central Tech High School serves the inner-city, each of the other high schools serves a third of the outer-city circle. Due to low Negro enrollment no high school is imbalanced.

There are 24 Negro teachers in the elementary schools, 18 Negro teachers in the junior high schools and 8 in the four high schools. In addition, there are 41 Negro teachers' aids, 7 Negro instructors of special subjects, 5 Negro administrators and 3 Negro teachers in Special Projects.

School Administration and Equal Educational Opportunity

The Syracuse City School District, like that of Rochester, is a fiscally dependent district. The Board of Education prepares an estimated budget which is submitted to the mayor and the city council who have power to revise the budget. The school budget is part of the city budget and is tied to the State constitutional ceiling on city taxation.

There are seven members of the Board of Education. They are President David H. Jaquith and Commissioners Douglas H. Coon, Howard G. Munson, Mrs. Gertrude Tanner, Howard H. Hall, Mrs. Ellen Van Dusen, and Dr. Kenneth E. Gale.[128a] The Superintendent of Schools is Dr. Franklyn S. Barry, who was appointed in June, 1963. He formerly was superintendent of the North Syracuse School System.

Members of the Board of Education are elected to four year terms. Terms are staggered so that four seats are up for election at one time, and the other three two years after that. Board meetings are held once a month, in the Board Room in the Central District office building. Recently, they have been held in a high school auditorium in the evening in order to accommodate the large numbers of people interested in the desegregation issue.

Last fall three seats were up for election.[128b] The major issue in the campaign was the neighborhood school versus the modified Princeton clusters proposed by various integration groups in the city. A secondary issue concerned a claim made by Democratic candidates that the schools were not providing quality education. In this campaign, all three Republican candidates supporting the neighborhood system and the school administration were elected. The election was close and has not been interpreted as a community mandate on the neighborhood school issue.[129]

The Syracuse City School System has been aware for a number of years that Negro children were not performing well in school. A 1961 study of juvenile delinquency in the city focused attention on youth problems in the area surrounding Madison Junior High School, a predominantly Negro school. The study revealed that of the 76 students completing the 9th grade at Madison

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[128] These schools are Croton, 89 percent, enrollment 1,150 (1,024 Negro), Danforth, 51 percent, enrollment 710 (363 Negro), Merrick, 52 percent, enrollment 553 (292 Negro), and Sumner, 46.9 percent, enrollment 684 (311 Negro). Croton has been expanded twice to accommodate the growing population in its vicinity. Twelve new rooms were added in 1955 and in 1962 the number of classrooms was doubled to 48. It is now the largest elementary school in the city.

[128a] In September this year Mayor Walsh appointed the first Negro, Mrs. Leo Murphy, to the Board to fill the seat held by Dr. Kenneth Gale, who moved out of the city. A special election will be held this fall to fill Dr. Gale's unexpired term.

[128b] The three incumbents, John A. Kane, Jr., President of the Board, Mrs. Marion Fraser and Mrs. Edith Romano, chose not to run for reelection.

[129] A Negro, Mr. Robert Warr, Chairman of the NAACP Education Committee, led the Democratic ticket; and Mr. Howard Munson, an organizer of a neighborhood school group (Council for Better Education) led the Republicans.

Republicans generally predominate in Syracuse. The Democratic candidates, however, ran a close race in the election.

Howard Munson (Rep.)	36,403
Douglas H. Coon (Rep.)	35,983
Gertrude S. Tanner (Rep.)	35,534
Robert Warr (Dem.-Lib.)	33,315
William Mangin (Dem.-Lib.)	32,671
George Caveneaugh (Dem.-Lib.)	32,350

Junior High School only 31 were actually known to have entered the 10th grade.[129a]

Another study showed that in 1960, of the 114 16-year-olds known to live in one predominantly Negro area, 70 dropped out of school during the year.[130] The present dropout rate has improved. The number of Negro dropouts by school for the last two school years is as follows:

Junior high schools	1964–65	1965–66
Blodgett	0	12
Clary	2	8
Eastwood	5	4
Levy	5	1
H. W. Smith	0	1
Roosevelt	12	16
	24	42

High schools	1964–65	1965–66
Central Tech	24	47
Nottingham	7	7
Henninger	1	1
Corcoran*	------------------	20
	42	75

*Not opened in 1964–65.

The age-distribution pattern of the Negro population in Syracuse indicates that from 150 to 300 Negro students should have entered the senior year of high school in each of the last six years, yet only 54 Negro students graduated in 1965 and 97 in 1966.

Furthermore, the system had ample evidence that students in predominantly Negro schools performed well below the median for city schools on standard achievement tests. This was demonstrated in studies conducted by the Youth Development Center of Syracuse University and by the school system's research department.

The Madison Area Project

To meet these problems the Board of Education in 1962 accepted a recommendation by the Youth Development Center and the Mayor's Commission on Juvenile Delinquency (subsequently the Mayor's Commission for Youth and now The Crusade for Opportunity) to institute a special educational program in Madison Junior High School. The program was to be known as the Madison Area Project and involved the junior high school and two predominantly Negro elementary schools, Washington Irving School and Croton School.

Dr. Mario Fantini of Temple University was hired to direct the Madison Area Project. Under his direction a massive compensatory program coupled with innovations in educational techniques was instituted in Madison Junior High School.

The Madison Area Project was modeled after New York City's Higher Horizons Program. It included ungraded classrooms, curriculum revision, enrichment programs, remedial reading, a parent-child program (Project ABLE) to increase motivation of under-achievers, mental health teams, installation of new mathematics programs, ego development, and the world of work program. The Project operated as a sub-unit within the Syracuse School System. It was funded through the Ford Foundation, the New York Department of Education and the Syracuse Schools. The annual budget was about $200,000.

[129a] A Study Staff of the School of Education in cooperation with the Bureau of School Services and the Youth Development Center, *Analysis and Proposals for the Madison Area Educational Program*, June, 1961.

[130] Mayor's Commission for Youth, Inc., "Syracuse Action For Youth" p. III–28 (1964).

Many controversies surrounded the Madison Project. These concerned personalities, educational issues, and eventually desegregation. One criticism made by the Youth Development Center of Syracuse University, the organization which originally urged the compensatory program, centered on the growth of a sub-bureaucracy which had a vested interest in continued *de facto* segregation. The report stated:

> "officials of the compensatory program . . . worked against integration, and, even in public statements, favored the old status quo. Their expressed rationale was the same as that used by many white parents in opposing integration—concern for Negro youngsters who would not be 'ready' to confront a new social group holding different standards of behavior and academic achievement." [131]

The Madison Project also was extended to Washington Irving School, which was 88 percent Negro; Croton School was involved, but to a lesser extent. The Project ran from 1962 until the end of the 1964–65 school year. In June 1965, the Board of Education closed Madison Junior High School and Washington Irving School, in part because the board decided the Madison Project had failed to achieve its stated goals of raising the motivation and achievement of Negro students, and in part because enrollment was declining due to urban renewal relocations.

Attempts to End Racial Imbalance

During the same period, the board became concerned with the problem of increasing racial imbalance in Syracuse schools. In May, 1961, the board declared certain schools "open" for transfers on a first-come, first-served basis to utilize empty classrooms in predominantly white schools and to relieve overcrowding in Negro and other predominantly white schools. This resulted in some integration. In the spring of 1962 the board rejected a boundary revision for Sumner Elementary School which would have increased racial imbalance. This decision was made only after protests by Negro and white parents and civil rights groups. In September 1962, CORE organized a successful boycott of Washington Irving School; at the time it was the most racially imbalanced school in Syracuse and admittedly the one in the worst physical and educational condition.[132] One of the purposes of the demonstration was to secure an admission from the Board of Education that schools in Syracuse were *de facto* segregated.

The mayor of the city intervened in the confrontation and asked that a special committee of the Syracuse Area Council of the New York State Commission for Human Rights be appointed to study the question of *de facto* segregation. The committee consisted of members of the Board of Education, representatives of the education committee of the NAACP and other civil rights groups, and private citizens. Action and protest on desegregation were suspended for almost a year while the committee made its study and prepared a report. During this period, Dr. Barry was appointed superintendent of schools.

The committee reported in June 1963. It recommended that the Board of Education "accept as a basic guideline the correction of racial imbalance in the public schools." Certain specific recommendations for redistricting schools to achieve racial balance were also made.

On June 14, 1963, State Commissioner of Education James E. Allen, Jr., sent his memorandum on racial imbalance to local school boards, requesting a statement of policy with respect to the maintenance of racial balance in local schools, a report of progress made toward eliminating racial imbalance, and a plan for further action. In response to Commissioner Allen's memorandum the Board, at the recommendation of Superintendent Barry, adopted a statement of policy on racial imbalance, on July 16, 1963.[133]

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[131] LaPorte, Beker, and Willie, "The Evolution of Public Educational Policy: School Desegregation in a Northern City," Syracuse University Youth Development Center, p. 21. (1965)

[132] Interview with Superintendent Franklyn S. Barry, Syracuse, N.Y.

[133] The Syracuse Board's statement concerning racial imbalance appears as Appendix C to this report.

The statement of the board recognized the existence of *de facto* segregation and established racial balance as an additional factor to be considered in boundary revisions, site selections, and modification of school plant facilities. The board also instructed the Madison Area Project staff to prepare proposals for utilizing the special skills and services developed by the Project staff to ensure successful racial integration.

In June 1964, the board closed Prescott Junior High School, which was located in a predominantly white low income area, and reassigned the Prescott pupils to Madison Junior High School in order to utilize extra classrooms in Madison and to achieve a better racial balance. The parents of the Prescott children protested the reassignment of their children to a predominantly Negro school. They also brought an unsuccessful court action to enjoin the board's plan on the grounds that it was devised with race as a factor. When school opened in September, only 20 of the 233 Prescott students assigned to Madison enrolled there. The remainder entered private and parochial schools or elected to enter other public schools under the board's open enrollment policy. This was the last attempt by the board to compel white children to attend a predominantly Negro school not located in their neighborhood. The board also authorized the transfer of 58 pupils from Croton School (78 percent Negro in 1963) to Edward H. Smith School, a high-achieving, predominantly white school in Syracuse University area.

At the end of the 1964–65 school year the board decide dto close Madison Junior High School and Washington Irving Elementary School and to bus the 750 pupils involved to 18 predominantly white schools. This closing, as mentioned earlier, also resulted in ending the Madison Area Project. Both schools were losing enrollment because urban renewal projects were displacing many families who lived in the Madison area. In addition, the Madison Project had failed to reverse the deterioration of the schools as educational institutions. Also, the board was interested in solving the problem of racial imbalance.

Croton School has remained the largest and most heavily imbalanced school in the city. The 1,024 Negro children who attended the school in 1965–66 represented almost one-third of the Negro elementary enrollment. Racial imbalance also existed at Danforth School (51 percent Negro) and Merrick School (52 percent Negro), involving an additional 655 Negro students.

The administration received a number of proposals for ending racial imbalance at these three schools during the spring of 1966. These were the Princeton Plan, with variations, and a middle school plan leading to a K–5, 6–8, 9–12 building organization which would enable integration at the middle school and high school level, but not at the lower school level. Another plan, which dealt only with elementary schools, recommended that Croton be used as an Early Childhood Education Center to service the kindergarten and first grade students on the south side of the city. Croton neighborhood children in Grades 2–6 would be bused to other schools involved in the plan. The Board's own research department proposed a multiple school site plan involving four campus-type sites that would serve the entire city, eventually replacing all schools within the city. The special problem of racial imbalance at Croton School, under this plan, would be met by busing 200 students a year, as empty spaces occurred in predominantly white schools, until Croton had been phased out of the system.

On the recommendation of Dr. Barry, the board rejected the pairing and redistricting plans on the ground that shifting populations made it difficult to stabilize racial balance.[134] The plan to use Croton School as an Early Childhood Education Center involved pairing and redistricting, but it also required sending white children into the Negro neighborhood, a step the board apparently feels is politically impossible.[135] The board did authorize Dr. Barry to apply for Title III funds to finance planning of the multiple school site construction program.

The plan to phase out Croton School was opposed by the Negro community. On May 10, 1966, Negro children boycotted Croton School. The Croton Parents Organization, which organized the boycott and staffed Freedom Schools, said that it would boycott Croton School in September, unless white children were bused in and Negro children bused out on a compulsory basis. The Croton Parents indicated that they would accept a plan to use the school as an early childhood educational center. In June, 1966, the Board voted to table the Croton bus plan.

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[134] Interview with Superintendent Barry, Syracuse, N.Y.
[135] *Ibid.*

The board is attempting to meet the Croton crisis through a campaign (Project 700) to ask white parents to volunteer to send their children to Croton. In addition, the board has promised extra services, including hot lunches (last year hot lunches were served in only four elementary schools), instructional specialists, guidance counselors, and a school psychologist. The campaign has succeeded in attracting about 25 white families to the school as of August 25. It has been well publicized. Local television stations have donated prime evening time for spot announcements, the Roman Catholic diocese has urged Catholic parents to consider sending their children to Croton, and Protestant ministers have been asked to discuss the Croton School with their churches. Publicity for the program challenges white parents with these words, "The Croton Elementary School . . . offers a unique opportunity for you and your child to join with us in implementing the highest principles of our Democracy . . ."

The Croton parents have opposed Project 700 on the grounds that integration of the school should be decided by the Board, not by volunteers. They feel integration of schools should not be an issue which whites can evade merely because others are willing to assume the burden of integration.

The week before school opened the Administration admitted Project 700 would not succeed this year. Dr. Barry reports 60 firm commitments were received in addition to 200 "interested inquiries." Project 700 may be revived in the near future.

Evaluation of School Programs

Many of the programs instituted by the City Schools to alleviate racial imbalance or to provide compensatory education have been studied by the Youth Development Center of Syracuse University, the Crusade for Opportunity, and the school administration's research department.

Study of achievement data from the Madison Area Project has not been completed. The Board of Education and Dr. Jerome Beker, the Director of an Integration Study conducted by the Youth Development Center, agree that children did not experience significantly increased rates of learning under the compensatory program offered by the Madison Project. Other indicators of student motivation, in particular dropouts and disciplinary suspensions, continued at high rates during the three years of the Project.[136]

The Syracuse City Schools Research Department also studied the achievement of students bused from predominantly Negro schools to predominantly white schools. One study showed that 58 children bused from Croton School to Edward H. Smith from 1964 to 1966 did not achieve much differently than they did when at Croton.[136a] On the other hand, a study made of students bused from Washington Irving during 1965–66 shows that these students not only performed significantly better than a matched control group in Croton

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[136] Dr. Beker reports that 85 students dropped out from Madison Junior High School between summer and fall in 1963. At this time the enrollment of the school was about 350. Superintendent Barry has said reports of large numbers of suspensions at Madison Junior High School disturbed him.

[136a] Data collected by Dr. Jerome Beker of Syracuse University, however, shows that the median IQ scores of Negro first grade children bused to Smith rose higher than those of a matched group of Negro first graders in Croton School. (Dr. Beker reports that his data shows Negro first graders normally experience a sharp rise in IQ scores, a rise which usually is greater than that of white first grade children).

School, but also experienced as a group one of the higher rates of improvement in the entire city.[137]

The Youth Development Center also has studied the adjustment of children in schools to which they were bused compared with adjustment of children who were newly moved into the neighborhood. This study shows no significant difference between bused children and new arrivals in their rates of adjustment to their new school.

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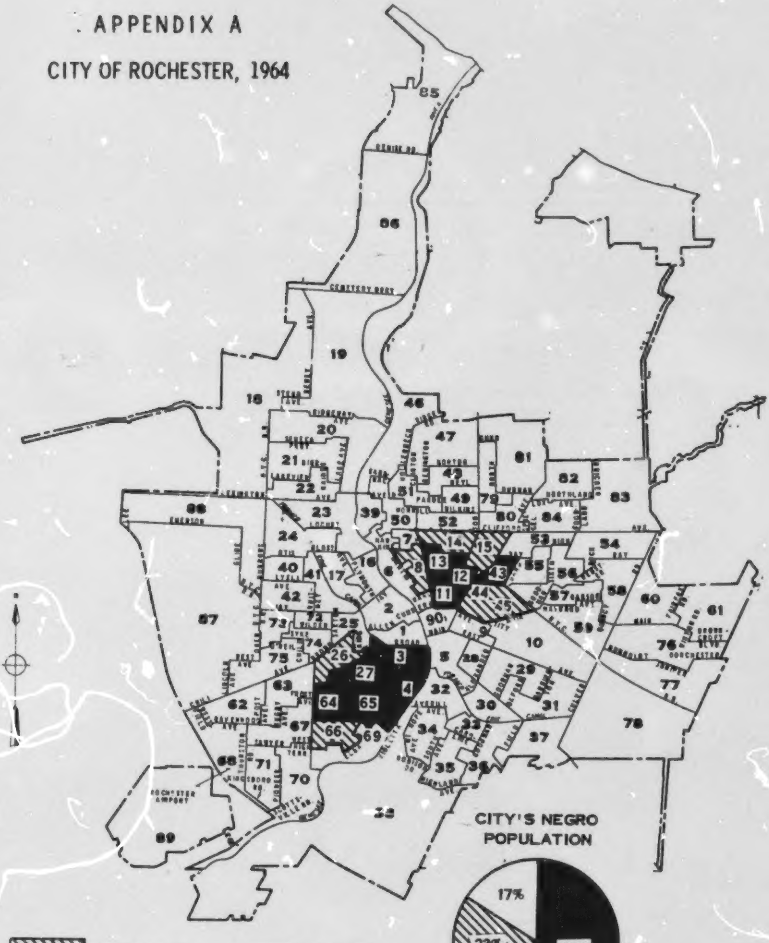
[137] The study was based on test scores of fourth grade children. The median reading score on the Stanford Reading Achievement Test for the pupils bussed from Washington Irving in the fall of 1965 was 3.45 (third grade, four and a half months), and that of the control group at Croton was 3.43 (third grade, four and three-tenths months). In the spring of 1966 the bused students' median score was 4.37 and the control group's was 3.83. The bused students' scores in the spring ranged from a high of 6.5 to a low of 2.4. The best progress rate was made by two children who raised their scores by 18 months, from 2.9 to 4.7 in one case and 3.5 to 5.3 in the other. Of the 24 children involved in the study from Washington Irving all but three progressed more than the median progression rate scored by the control group at Croton.

APPENDIX A


APPENDIX A
CITY OF ROCHESTER, 1964
CITY'S NEGRO POPULATION
17%
23%
60%
ROCHESTER AIRPORT

▨ TRACTS 30 – 50 PERCENT NEGRO

■ TRACTS 50 PERCENT OR MORE NEGRO

APPENDIX B

Negro Populations in Selected Areas of City of Rochester, N.Y.: 1950, 1960, and 1964

Area	1950		1960		1964		Increases	
	Number	% of City	Number	% of City	Number	% of City	Numerical 1950–1964	Percent 1950–1964
9-Tract Area of High Concentration [1]	6,189	81.5	16,071	68.1	19,205	60.5	13,016	210.3
7-Tract Area of Moderate Concentration [2] Adjacent to Area of High Concentration	368	4.8	4,102	17.4	7,432	23.4	7,064	1919.6
Residual 74-Tract Area of Low Concentration [3]	1,033	13.6	3,413	14.5	5,114	16.1	4,081	395.1
Entire City	7,590	100.0	23,586	100.0	31,751	100.0	24,161	318.3

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[1] Each tract was at least 50% Negro in 1964. The total area of the 9 tracts decreased slightly between 1950 and 1960 when Tract 11 was reduced in size by the U.S. Bureau of the Census.

[2] Each tract was between 30% and 50% Negro in 1964.

[3] The residual-area data taken from the 1950 Census is applicable to only 73 tracts, whereas such data taken from the 1960 Census and the 1964 Special Census for Monroe County, N.Y. is applicable to 74 tracts. The 74-tract area in 1960 was about 0.4 sq. mi. (or 1%) larger than the 73-tract area in 1950. Each tract was less than 30% Negro in 1964.

APPENDIX C

CITY SCHOOL DISTRICT, SYRACUSE, NEW YORK

BOARD OF EDUCATION POLICY STATEMENT CONCERNING RACIAL IMBALANCE IN SYRACUSE PUBLIC SCHOOLS

The Board of Education of the City School District of Syracuse, in cooperation with the Education Committee of the Syracuse Area Council of the State Commission for Human Rights, confirms the long-held principle that equality of educational opportunity for all children, without regard to socio-economic, ethnic, religious, or racial differences, is essential to the continued vital growth of our community and basic to a free and open American democratic society.

The primary goal of the Syracuse Board of Education has been and continues to be the fullest possible development of every child through the best education for all children.

The Syracuse Board of Education assumes a leadership responsibility for alleviating those conditions which interfere with the realization of the above-stated objectives.

In this light, the Board of Education feels that a racial balance within individual schools, more nearly conforming to the over-all community pattern, is desirable and would contribute to the educational and social development of all children.

In Syracuse, the existence of racial imbalance is a reflection of the residential composition which the neighborhood schools serve. The neighborhood school is a sound concept which the Board endorses unless neighborhood patterns interfere with the educational and social development of the children which this type of school is designed to serve.

The Board feels, however, that the neighborhood school concept should be the basis for plans to establish those conditions most favorable to the achievement of racial balance.

In keeping with the above beliefs, the Syracuse Board of Education, together with its professional staff, is taking steps to plan for immediate and long-range measures that will lead to the successful development of racially balanced schools.

The Board of Education and the superintendent of schools, in addition to expanding the "open school" policy, have taken or are planning to take the following steps:

1. Consider seriously the proposals of the Education Committee of the Syracuse Area Council of the State Commission for Human Rights dealing with racial imbalance and continue to work cooperatively with the Committee in seeking effective solutions to the problem.
2. Establish racial balance as an additional factor to be considered in boundary revisions, site selections, and modification of school plant facilities; this balance to be promoted in a manner consistent with the goal of providing in the neighborhood schools the best possible education for all pupils.
3. Communicate with the public which the Board of Education serves concerning the nature of the problem and the steps in the planning process aimed at its solution.
4. Discuss fully with all concerned, including parents and teachers, any proposed redistricting or reassignment of pupils for the purpose of improving racial balance.
5. Instruct the Madison Area Project staff to develop proposals and plan for utilization of necessary special services and skills to other schools which will provide effective measures for insuring successful racial integration.
6. Involve the entire teaching and non-teaching staff of the Syracuse City School District in the planning process.

Dated, and adopted by the Board of Education of the City School District of the City of Syracuse, New York: *July 16, 1963.*

FRANKLYN S. BARRY,
Superintendent of Schools.

APPENDIX D

ANALYSIS OF TITLE I—ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

A. ELIGIBILITY STANDARDS

1. To be eligible to participate an agency must serve a school district in which the concentration of children aged 5 through 17 from families with an annual income of less than $2,000, as shown in the 1960 census, meets the following minimum statutory requirements:

a. All school districts in which the total number of children aged 5 through 17 from families with an annual income of less than $2,000 represents at least 3 percent of all children aged 5 through 17 in the district and totals not less than 10 such children are eligible to receive grants under Title I.

b. All districts containing 100 or more children aged 5 through 17 from families with an annual income of less than $2,000 are automatically eligible, regardless of the percentage of such children.

2. When satisfactory census data are not available on a school district basis—as was the case for most districts in fiscal 1966—the Commissioner determines eligibility on a county basis.

B. DETERMINATION OF MAXIMUM BASIC GRANTS TO LOCAL EDUCATIONAL AGENCIES

Title I provides that the U.S. Commissioner of Education shall make payments to the States, in amounts to be determined in accordance with the Act, for grants to local educational agencies. These grants are to be of two kinds: Basic grants for each of the 3 years beginning July 1, 1965, and incentive grants for each of the 3 years beginning July 1, 1966.

1. *Basic Grants*

In all cases the formula used in the computation of maximum basic grants for fiscal 1965 was the same. It was based on an impartial count of children aged 5 through 17 of low income families without regard to whether these children were in public school, in private school, or out of school. It involved the following three factors:

a. The number of children aged 5 through 17 from families with an annual income of less than $2,000.

b. The number of children aged 5 through 17 from families with incomes exceeding $2,000 in the form of aid to families with dependent children under Title IV of the Social Security Act.

c. One-half the average per pupil expenditure in the State, for the second preceding year.

Substituting symbols for the factors, the formula applied was:

$(A + B) \times C =$ the number of dollars of the maximum basic grant.

During fiscal 1966 the amount of a maximum basic grant may not exceed 30 percent of the amount budgeted by the local educational agency for current expenditures. Current expenditures are expenditures from current revenues with the exception of expenditures for the acquisition of land, erection of facilities, interest, and debt services, and expenditures from Federal funds received under this title or other titles of the Elementary and Secondary Education Act of 1965.

2. *Special Incentive Grants*

Special incentive grants will be made for the first time during fiscal 1966. The formula for determining this grant is based on the number of children in average daily attendance in the local district.

The formula for determining the incentive grant is based on the following factors:

a. the number of children in average daily attendance in the school district.

b. the amount by which the average per pupil expenditure for fiscal 1965 exceeded 105 percent of the average per pupil expenditure for fiscal 1964.

The two factors are multiplied to obtain the amount of the special incentive grant. The formula for fiscal 1967 is the same except the perpupil expenditure must average more than 110 percent of the per pupil expenditure in fiscal 1964.

The per pupil expenditure includes all funds spent, except funds derived from Federal sources.

C. PROJECT DESIGN

Title I relies on local initiative for its operation. It is the responsibility of local educational agencies to design, develop, and prepare projects that will fulfill the legislative intent of this title. It is the responsibility of State educational agencies to assure that all proposals meet statutory requirements.

D. STATE RESPONSIBILITIES

Under section 205(a)(1) the State educational agency must determine—

> that payments under this title will be used for programs and projects (including the acquisition of equipment and where necessary the construction of school facilities) (A) which are designed to meet the special educational needs of educationally deprived children in school attendance areas having high concentrations of children from low-income families . . .

The term "educationally deprived children" means those children in a particular school district who have the greatest need for special assistance in order that their level of educational attainment may be raised to that appropriate for children of their age.

The local educational agency must, unless otherwise instructed by the State agency, list all school attendance areas with high concentrations (at least as high as for the district as a whole) of children from low-income families, ranked in order of concentration. In all cases, the listing should show how and on what basis areas of high concentration of low-income families were selected and ranked.

Usually an individual school attendance area is a fairly well-defined part of the school district and has fixed boundaries. Some schools, however, have no fixed boundaries; they draw generally from children who live around them but are also open, on a space available basis, to any child from any part of the school district. But regardless of whether school attendance boundaries are fixed or not, the local educational agency can still rank its schools in order on the basis of the concentration of children from low-income families that each school serves.

Projects may be approved for school attendance areas in descending order of concentration of children from low-income families so long as the concentration is no lower than the percentage for the district as a whole.

APPENDIX E

Syracuse School Enrollment—Racial Balance

ELEMENTARY SCHOOLS

SCHOOL	January 1962		April 1963		October 1964		October 1965	
	Total Students	% Negro	Total Students	% Negro	Total Students	% Negro	Total Students	% Negro
Andrews	791	2.78	730	5.48	819	13.18	771	16.99
Bellevue	284	.70	281	.71	465	1.50	480	.08
Brighton	340	14.40	191	26.18	closed		closed	
Cleveland	314	7.01	262	11.45	339	13.39	338	13.31
Clinton	344	6.69	313	4.79	443	22.79	395	27.85
Croton	736	68.07	891	66.33	1208	83.77	1150	89.04
Danforth	559	17.89	636	27.20	780	43.84	710	51.13
Delaware	645	.62	713	4.77	911	5.48	912	6.58
Elmwood	435	.23	406	.25	487	1.02	529	6.24
Franklin	720	.69	758	1.06	926	.86	838	.60
Frazer	279	1.85	368	1.63	522	3.06	395	9.11
Hughes	325	2.77	342	3.51	504	19.24	471	23.14
Huntington	380	.00	400	.00	784	.00	779	.13
Hyde	307	.00	493	.00	567	.00	624	4.81
Irving	933	90.03	728	91.62	573	84.99	closed	
Jefferson	355	.00	347	1.44	402	.00	411	.00
LeMoyne	301	.00	323	.00	428	.93	432	1.85
Lincoln	256	.00	244	.00	313	.31	313	.00
McCarthy					66	4.54	closed	
McKinley	546	.19	693	3.17	976	9.32	932	15.88
Meachem	339	.30	318	.31	428	.47	377	8.49
Merrick	376	12.77	450	24.00	575	40.52	553	52.80
Nicholas	295	5.42	297	4.04	440	5.68	411	5.35
Porter	297	.00	313	.00	407	.00	516	7.17
Prescott	287	6.27	255	5.10	217	6.45	239	7.35
Roberts	270	.00	267	.00	415	.00	424	2.59
Salina	349	23.89	261	1.53	372	2.41	375	8.00
Smith	817	1.20	772	1.04	951	7.04	934	8.03
Sumner	610	15.74	709	33.71	703	42.39	682	46.92
Powlesland							439	20.96
Taft	324	.00	348	.29	closed		closed	
Van Duyn	499	.00	480	.00	595	.50	500	8.60
Washington	333	1.20	332	.90	376	1.06	368	5.43
Webster	417	.00	382	.00	527	.00	547	.91
TOTAL	14,849	13.26	14,974	14.26	18,428	17.72	17,610	19.03

Syracuse—Junior High Schools

SCHOOLS	October 1963		October 1964		October 1965	
	Total Students	% Negro	Total Students	% Negro	Total Students	% Negro
Clary	652	2.91	704	5.40	728	9.48
Grant	881	.68	934	.68	899	8.12
Levy	536	6.72	550	14.90	634	17.82
Madison	367	78.20	345	76.81	closed	
Smith, H. W	608	10.20	648	10.64	742	15.50
Roosevelt	949	24.66	869	31.18	914	34.14
Vocational	580	12.24	614	13.51	862	14.15
Bellevue Hts	220	1.82	253	.39	208	.48
Huntington	295	1.69	closed		closed	
Lincoln	423	3.07	409	3.42	423	3.07
Porter	250	.00	243	.00	closed	
Prescott	233	5.15	closed		closed	
Central Tech	not opened		135	1.48	133	6.02
Eastwood	not opened		629	2.86	701	18.83
TOTAL	5,994	12.50	6,533	13.19	6,244	15.34

Exhibit No. 3

[Testimony by Minister Franklyn Florence, President of FIGHT, September 16, 1966 before the U.S. Commission on Civil Rights.]

The schools situation in Rochester is bad and is getting worse. Racial imbalance grows and quality education declines.

The declining quality education for ghetto schools and the ever increasing racial imbalance is due principally to the timidity and lack of imagination on the part of Superintendent Goldberg and his board. Where boldness, imagination and courage are needed and expected by the Negro community of Rochester, it receives pablum instead of beef—public relations instead of programs—gimmicks instead of products.

A black child lives and is educated in racial isolation in an all black school by white teachers who fear him and his parents. The stench of white colonialism and paternalism drowns out the odor given off by the Flower City.

You will be hearing about open enrollments, triads, North Stars projects, Goldberg mobiles, etc. Their token programs have a negligible effect in reducing racial imbalance in the city schools. Racial imbalance has materially and dangerously increased within the past four years.

The Facts are:

Open enrollment is a misnomer. It should be called controlled, selective assignments of about 2% of the school population by downtown school administrations. For every one child parachuted out of the ghetto—12 stay behind in all black schools. Close to 12,000 black children stay behind.

I am not going to raise the question of draining off the more school-oriented-child and leaving the non-eligible problem kids in ghetto schools. Nor the question of the psychological shock of going into an hostile environment—away from friends and community—ending up with report cards of C's and D's instead of the A's and B's of ghetto schools. There is also reason to believe that in the past year more and more Negro parents have refused "to take advantage" of open enrollment and that last year about 100 places in receiving schools were unused because of this rejection of open enrollment by Negroes. So-called open enrollment charm is all on surface; it cannot stand the scrutiny of close evaluation, since it does not reduce materially the racial imbalance existing in the inner city schools as it purports to do. A few benefit, the many are forgotten.

The so-called reducing racial imbalance program of the Rochester school system was announced with appropriate fan fare in September of 1963 after committees and much money was spent by Superintendent Goldberg. Nothing effective was done that year—nothing in '64, nothing in '65—nothing until 1966 when Goldberg again appointed a new committee to prepare another white paper for consideration (not implementation) on reducing racial imbalance. Meanwhile racial imbalance has been substantially increasing.

The Board of Education has tried through statements, papers and committees but they have failed the course. The Superintendent has tried and he has failed. The Negro community and the poor of Rochester have no confidence in the Goldberg administration. He runs scared. He threw out the Princeton Plan when a predominantly Italian school raised its shackles. After a promise in 1963 to try the Princeton Plan—they threw it out in '64. The Superintendent is too timid and weak and tries to cover it up by talking to everyone as if they were retarded. His educational competency lies in the field of retardation.

I would be less than honest if I failed to point out that the members of the Rochester School Board have a political problem in implementing state law and educational policy. Any effective action to correct racial imbalance will be politically explosive, and may result in retaliation at the polls. Nevertheless, the U.S. Civil Rights Commission cannot permit local political considerations to affect the right of public school children to equal educational opportunities. Only an order of the State and Federal Commissioner of Education can be effective in compelling remedial action.

The Negro political and social explosion as the result of mickey-mouse programs denying Negroes equal education will only grow greater.

If you're black in Rochester in 1966—your kids are stuck in educational isolation—black schools get blacker—quality education declines. Racial isolation simply means a slowed down curriculum; a school in the old section of town; staffed by people who don't live, pray, shop or recreate there; teachers who wished they were in the white suburbs; inferior facilities in the area; remedial reading music appreciation courses are offered elsewhere; and your children are treated like slum kids. Three out of five teachers in ghetto schools would jump at the opportunity to get out.

If you're black in Rochester in 1966 you get an inferior education.

You ask, what is FIGHT doing and what does it want done?

1. FIGHT has petitioned the State Commissioner of Education to compel the Rochester Board of Education to desegregate its system. We are awaiting the results of that petition.

2. We have fought City Hall for housing that poor people can afford to be placed on scattered sites throughout Rochester and the suburbs. Goldberg and his board maintain that residential segregation is the real problem. Then why don't they through Board resolution and Board action appeal to the City Council to build public housing on scattered sites throughout Rochester. They don't have any guts for that kind of approach. As timid frightened people always do—they pass the buck. Segregation exists because people and institutions (which are simply organized people) want it.

3. FIGHT has worked closely with teachers, principals, and parents in the ghetto for quality education. We will continue that effort.

FIGHT has a proposal: We want in. We want some self-determination.

FIGHT wants citizens' participation in ghetto school affairs. We want a citizens board elected by the people in the school district to review the hiring and firing of administrators and teachers, to set academic standards and assist in developing Curriculum. We want a true partnership.

The white schools in the suburbs are a reflection of local interest, resources and power groups. Citizen participation is not rejected there. We want some of that white power and control applied to our ghetto schools. Just as white parents control white schools—FIGHT insists that Negro parents control Negro schools.

The choice is simple. You are not going to give us what justice, decency and the law demands—namely integrated schools—so you are paying and will continue to pay even more dearly a greater price. Negroes are fed-up. Negro youth are disillusioned and desperate. You have the power to change the situation—use it.

Exhibit No. 4

Friends of FIGHT,
199 Hamilton Street, Rochester, New York 14609,
September 14, 1966.

U.S. Commission on Civil Rights,
Washington, D.C.

Gentlemen: As president of Friends of FIGHT, I am pleased to submit this statement to the U.S. Commission on Civil Rights in reference to its hearings in Rochester on the subject of racial isolation of the city's schools.

One of our basic educational problems arises from the concentration of the Negro residential areas in the third and seventh wards in the inner part of Rochester, New York. As a result of this residential pattern, there was in 1965–1966 a gross degree of racial isolation in our elementary schools: five of our forty-three schools were over 95% Negro, this in a city where the Negro population is about 12% of the total and less than one-third of the elementary school population is Negro.

In response to this problem our School Board in 1963 resolved to institute long-term reforms to eliminate racial isolation, or imbalance as it is usually here described. Since 1963 the school administration has bussed less than 10% of the Negro elementary school children to predominantly white schools in the city by its open enrollment plan and has bussed or will this year bus a few dozen Negro children to private, suburban or other schools beyond the city.

This is the totality of the local schools' accomplishments in this field. We are still awaiting the long-term reforms promised by the school board. But it has become more and more clear that the long-term reforms as envisioned by the School Board involves action by other agencies or individuals than school authorities: the ideal solution of difficulties is to let John do it.

The city of Rochester and its environs, by their size, weath and general level of education, as well as by reason of the relatively small percentage of Negroes, is an ideal area for the proper solution of racial isolation. All we lack is the sense of urgency and the will to do it.

Some of us are aware and ashamed of the combination of smugness, apathy, blindness, opposition and hypocrisy which to this time have prevented effective action. We are working for the day, which we hope and pray is not far off, when the School Board and our community will really acknowledge the existence of the problem of racial isolation, and related problems and the responsibility of each and all of us to solve these problems. Only then will be truly begin to work at solving these problems. We trust that your hearing will hasten that day.

Very truly yours,

Louis E. Martin,
President, Friends of FIGHT.

Exhibit No. 5

City School District,
13 Fitzhugh Street South, Rochester 14, New York,
December 2, 1963.

Dear Parents: There are many Negro children and only a few white children in your child's school. Some parents have told us they would like their children to have a chance to attend schools where there are more white children.

We would like to know if you want your child to have a chance to attend a school where there are more white children.

We are planning to allow some children in some schools to change to schools where there is room, beginning in February, 1964. If a child goes to a school which is more than 1½ miles from his home ,we will provide free bus rides. There will also be a lunchroom and someone to take care of your child at lunch.

The form at the bottom of the page will tell us if you would like your child to have a chance to go to another school. Please fill it out and have your child return it to his teacher tomorrow.

Sincerely yours,

Herman R. Goldberg,
Superintendent of Schools.
Rodney L. Peterson,
Principal.

RETURN TO SCHOOL TOMORROW

NAME OF CHILD ______________________________

CHECK ONE:

☐ YES, I want my child to have a chance to go to a school with more white children in February, 1964.

☐ NO, I don't want my child to go to another school in February, 1964.

PARENT'S SIGNATURE ______________

Date Received by Teacher (To be completed by teacher) ______________

Exhibit No. 6

CITY SCHOOL DISTRICT, ROCHESTER, NEW YORK

PROPOSALS FOR OPEN ENROLLMENT

November, 1963

Plan A Procedure

1. Parent request blanks to be distributed in certain schools.
2. Receiving schools with available space to be selected.
3. Parents and schools to be notified.

Plan B Procedure

1. Principal recommends candidates on the following criteria:
   a. *Displays* regular enthusiasm for life (a child who radiates his joy of life).
   b. *Shows* curiosity, attentiveness and leadership qualities.
   c. *Invites* positive attention to himself by both peers and adults.
   d. *Demonstrates* above average ability and achievement as measured by standardized tests and/or classroom performance.
2. Recommended candidates to be screened by C.O. committee.
3. Parent permission to be obtained.
4. Receiving school to be prepared

Plan C Procedure

1. Principal recommends candidates on the following criteria:
   a. *Displays* intermittent apathy for life.
   b. Has not *YET* demonstrated average or above average ability but seems to have dormant potential.

  - c. Intermittent or uneven performance.
  - d. Invites sympathy to himself leading to professional concern by the teacher and, perhaps, the expressed or unexpressed thought, "I wish I could do more for that child.
2. Recommended candidates to be screened by C.O. committee.
3. Parent permission to be obtained.
4. Receiving school to be prepared.

Exhibit No. 7

City School District, Rochester, New York

July 20, 1966

AN INTERIM REPORT ON A COOPERATIVE PROGRAM BETWEEN A CITY SCHOOL DISTRICT AND A SUBURBAN SCHOOL DISTRICT

Dr. William C. Rock, Coordinator of Planning and Research

Herman R. Goldberg, Superintendent of Schools

Joanne E. Lang, Research Associate

L. William Heinrich, Coordinator of Intercultural Enrichment Program, West Irondequoit

Dr. James V. Mitchell, Research Consultant, University of Rochester

The Program

As planned, twenty-five children in grade one, from William S. Seward School No. 19 with an enrollment of more than seventy percent non-white pupils, were sent on a voluntary basis to six neighborhood schools of the West Irondequoit Central School District in September 1965. One of these pupils moved shortly after the school year began.

Free transportation was provided for the children involved by the City School District. Lunchroom facilities and supervision were furnished by the receiving school district. Training sessions were conducted in the receiving schools to prepare teachers for this new experience.

The basic purpose of the program was to improve the educational opportunities for both the children in West Irondequoit and the twenty-five children of the City School District who were sent to the West Irondequoit Public Schools. Both groups of children were attending school in racially imbalanced settings—one predominantly Negro, the other all white. Neither group had a full opportunity to become acquainted with children from a variety of cultures and, to the extent that this opportunity was lacking, their preparation for life in a democratic society was weakened.

A second major purpose of the program was to demonstrate a metropolitan approach to the solution of the problem of racial imbalance. It is recognized that this is a problem which affects both the city and the suburbs and that there is a need and responsibility for joint action.

This was the first year of a longitudinal program which will include additional children, schools, and grades in later years.

The Sample

A pool of fifty-eight incoming first grade children from William H. Seward School No. 19 in Rochester were selected as possible participants for the project. William H. Seward School No. 19, located at 465 Seward Street, is an elementary school housing grades K–6. Of the total enrollment of 1100, approximately 78.9 percent of the children are non-white. The students selected were average or above average in ability and achievement in the opinion of their kindergarten teachers. Through the use of random sampling twenty-nine of these children were selected to participate in the project. The other twenty-nine children were drawn to serve as a control group. The parents of the children selected were then asked if they desired this opportunity for their children. When a parent of a child in the experimental group said no, a student in the control group was dropped at random. For example, if the parent of the fourth child drawn for the experimental group said no, then the fourth child drawn for the control group was dropped. Since several of the children in the original experimental group were unable to go to West Irondequoit, it was necessary to utilize the control group to secure twenty-five children to go. In all, six children from the original control group eventually went to West Irondequoit. These were children who had previously been dropped from the control group because the corresponding child in the experimental group had said no to the program. This type of selection did not adversely affect the comparability of the two groups, however, since they were found to have approximately equal results on the Metropolitan Readiness Tests given early in the fall.

Analysis of Pupil Achievement

The academic achievement of pupils in the control and experimental groups was compared by utilizing data from three standardized tests administered during the school year. A description of the tests and the subsequent statistical analysis follows.

1. *The Metropolitan Readiness Tests* (Administration Date: October 1965)
   Test 1. Word Meaning (19 items)—Measures pupil understanding of comprehension of language.
   Test 2. Sentences (14 items)—Measures the ability to comprehend phrases and sentences instead of individual words.
   Test 3. Information (14 items)—Measures vocabulary.
   Test 4. Matching (19 items)—Measures visual perception involving recognition of similarities, a capacity which is required in learning to read.
   Test 5. Numbers (24 items)—Measures general number knowledge, including achievement in number vocabulary, counting, ordinal numbers, meaning of fractional parts, recognition of forms, telling time, and the use of numbers in simple problems.
   Test 6. Copying (10 items)—Measures visual perception and motor control skills which are required in learning to write.

The total maximum possible raw score for these tests is 100 points.

2. *The Metropolitan Achievement Tests, Primary I Battery, Reading Section Only* (Administration Date: May 2-6, 1966)
   Test 1. Word Knowledge (35 items)—Measures sight vocabulary or word recognition ability.
   Test 2. Word Discrimination (35 items)—Measures the ability to select an orally presented word from among a group of words of similar configuration.
   Test 3. Reading (45 items)—Measures sentence comprehension (13 items) and paragraph comprehension (32 items).

The scores from each of the three subtests are reported independently.

3. *The Science Research Associates (SRA) Reading Achievement Test, Level 1-2* (Administration Date: May 9-13, 1966)
   Test 1. Verbal-Pictorial Association (48 items)—Measures the ability to understand words, phrases, and sentences and to differentiate between words that look alike.
   Test 2. Language Perception (125 items)—Measures the ability to discriminate between pairs of words having similar sounds, to identify pairs of identical words, and to associate spoken with written words.

Test 3. Reading Comprehension (36 items)—Measures the ability to understand a central theme and main idea, draw logical inferences and grasp minor details from varied reading selections.

Test 4. Reading Vocabulary (41 items)—Measures the ability to understand the meaning of words in context. The vocabulary test uses the same reading passages as the comprehension subtest.

The scores from each of these four subtests are reported independently.

The statistical technique used to analyze these data was a one-way analysis of covariance with the total score from the Metropolitan Readiness Tests as the covariable and each subtest of the two reading achievement tests (Metropolitan and SRA) as an independent criterion measure. In all, seven analyses of covariance were run.

The results of these analyses are summarized in Table I on page 5. The mean raw scores have been converted to grade equivalents so that practical as well as statistical significance may be studied. Statistical significance was found for three of the seven analyses (SRA Language Perception, Reading Comprehension and Reading Vocabulary). In all three instances, the differences in the adjusted means favored the experimental group.

With respect to the converted scores, it can be seen that the grade equivalents for the experimental group are fairly consistent on all seven subtests and within one month of actual grade placement at the time of testing. For the control group, the grade equivalents are consistently high on the three Metropolitan subtests but are much lower on the SRA subtests. An explanation for this may be that the pupils in the control group adjusted to the content and format of the Metropolitan Achievement Tests, which are specifically designed for the second half of grade one, more easily than they were able to adjust to the content and format of the SRA Tests, which have more depth since they can be used through the end of grade two. It should be kept in mind that the actual mean raw score difference for the control and experimental groups on the SRA Reading Comprehension and SRA Vocabulary tests is approximately four points. These four raw score points, however, mean a difference of five months in terms of grade equivalents.

In summary, it may be concluded that the reading achievement of the pupils transferred to West Irondequoit, as measured by the Metropolitan Achievement Tests and the SRA Reading Tests, was not adversely affected by the transfer. In three of the seven instances, it was significantly better than the reading achievement of the control pupils who remained at William H. Seward School No. 19.

The promotion rate at the end of grade one may also be used as an index of the academic success of the pupils in the two groups. In West Irondequoit, twenty-one of twenty-four pupils were promoted to grade two while seventeen out of nineteen pupils in the control group at William H. Seward School No. 19 were promoted.

Analysis of Sociometric Data

After the transferred pupils had been in West Irondequoit for two months, a series of sociometric questions was administered to all pupils in the eight classrooms involved in the program. A standard procedure was used in administering the questions. The administrator would first spend some time observing the class, becoming familiar with the seating arrangements and the names of the pupils. A seating chart was then developed for recording the responses to the sociometric questions. The questions were asked at a time when the pupils were doing seat work. The administrator called the pupils up individ-

TABLE I.—*Summary of Analysis of Covariance Data Mean Raw Scores and Grade Equivalents**

		Group			
		Experimental		Control	
		R.S.	G.E.	R.S.	G.E.
CRITERION TESTS					
SRA Reading 1-2	Unadj	14.0	1.7	12.8	1.6
Verbal-Pictorial Association	Adj	14.3	1.7	12.5	1.6
SRA Reading 1-2	Unadj	86.1	1.7	70.7	1.3
Language Perception	Adj.**	86.9	1.7	69.8	1.2
SRA Reading 1-2	Unadj	14.0	1.7	10.4	1.2
Reading Comprehension	Adj.**	14.2	1.7	10.2	1.2
SRA Reading 1-2	Unadj	12.6	1.9	9.3	1.4
Reading Vocabulary	Adj.***	12.8	1.9	9.0	1.4
Metropolitan Achievement Tests	Unadj	22.2	1.7	22.6	1.8
Word Knowledge	Adj	22.3	1.7	22.5	1.8
Metropolitan Achievement Tests	Unadj	23.0	1.8	23.4	1.8
Word Discrimination	Adj	23.2	1.8	23.2	1.8
Metropolitan Achievement Tests	Unadj	22.6	1.9	22.5	1.9
Reading	Adj	22.7	1.9	22.4	1.8
COVARIABLE					
Metropolitan Readiness Tests		72.6		74.1	
Number of Pupils		24		19	
Metropolitan Readiness Tests		73.5		74.1	
Number of Pupils		22		19	

*Tested at grade placement 1.8.
**Difference between experimental and control groups significant at .01.
***Difference between experimental and control groups significant at .05.

ually to a corner in the front of the room and asked each question orally. Because the other pupils were doing seat work, with heads averted, the pupil being questioned had a visual reminder of the pupils in the room and yet had privacy in giving his responses.

The questions were administered during the months of November, December, and early January and a second time during the month of May. No strong effort was made to restrict the number of nominations a pupil made in response to a question but after three or four nominations, the pupil was encouraged to go on to the next question. There was absolutely no reference made to race or skin color in any of the questions.

The nominations were tabulated in the form of a sociometric matrix. The observed frequency of nomination was then computed for non-white and white pupils separately and summated across all eight classes. Chi square analyses were then conducted to compare these observed frequencies for the two groups with the expected frequencies based upon the proportion of non-whites and whites constituting the total group of pupils in the eight classes.

The questions asked and the results of the chi square analyses are summarized in Table II on page 7. Significant differences were found for Question One on the initial testing (fewer non-whites were nominated as best friends than would be expected) but not on the follow-up spring testing. For Questions Four and Six, significant differences were found on both administrations (more non-whites were nominated for getting into fights and not wanted as best friends than would be expected). On these two particular questions, there were three classes where the non-white nominations were large enough to make the difference significant for the total group. In the remaining five classes, differences were slight. Regarding Question Five, significant differences were found on the spring testing (more non-whites were nominated for being silly than would be expected) but not on the initial testing. It is interesting to note that for Questions Two, Four, Five and Six, there were several white pupils who received just as many nominations, and in some cases even more, as did the non-white pupils.

On the basis of these data, it is not possible to judge whether the results achieved here, particularly for Questions Four and Six, are due to race or to the status of the non-white pupils as newcomers to West Irondequoit. In some instances, these differences may even be due to the sex of the pupils (e.g. boys getting into fights). In general, the Rochester children seem to be making an excellent adjustment. It is planned to continue gathering sociometric data on transferred pupils as they progress through school.

TABLE II.—*Summary of Chi Square Analyses for Sociometric Questionnaire*

Question	Date of Administration	Frequency				X^2
		Non-White		White		
		Obs.	Exp.	Obs.	Exp.	
1. Which children in the class are your best friends?	Fall	41	71.0	623	593.0	*13.75
	Spring	76	89.2	758	744.8	2.18
2. Which children in the class always seem unhappy and sad?	Fall	19	20.2	170	168.8	.03
	Spring	32	25.1	203	209.9	2.13
3. Which children in the class would you *like* to have as best friends?	Fall	47	48.5	406	404.5	.02
	Spring	62	62.1	518	517.9	.00
4. Which children in the class are always getting into fights?	Fall	60	38.2	297	318.8	*13.31
	Spring	79	47.6	366	397.4	*23.19
5. Which children in the class are always being silly?	Fall	43	39.3	324	327.7	.30
	Spring	64	48.1	386	401.9	**5.89
6. Which children in the class would you *not* want as best friends?	Fall***	59	24.5	160	194.5	*52.43
	Spring	69	45.9	360	383.1	*13.02

*Difference between observed and expected frequencies significant at .001.
**Difference between observed and expected frequencies significant at .05.
***Administered in six of the eight classes.

Analysis of Social Growth and Work Habits

Information on the social growth (or development) and work habits of the pupils in both groups was available from the report cards used by the two school systems involved in the transfer program. Characteristics determining social growth (or development) include learning self-control, learning to work well with others, respecting the rights and property of others, assuming responsibility for individual activities, and showing perseverence. Good work habits are identified by the ability to follow directions, finish work, do work neatly, show initiative, and utilize time well. This information is summarized by number and percent receiving specific grades in Table III on page 9. Inspection of this table shows that most of the pupils in both groups were average or above in these two traits in the opinion of their classroom teachers.

Analysis of Attendance Data

The daily attendance records of all pupils in both the experimental and control situations were gathered and compiled as an additional evaluative measure. Attendance percentages were computed for each group as a unit by dividing the total number of days actually attended by the total number of possible days of attendance. The pupils in West Irondequoit had an attendance percentage of 93.2 (based on 181 days) while those at William H. Seward School No. 19 had a percentage of 94.3 (based on 180 days). One pupil was omitted from the West Irondequoit data because he was absent for a long period of time due to surgery. It can be seen from these data that both groups were approximately equal in their attendance rates.

Staff Evaluation of Program

As a part of the evaluation program for a cooperative urban-suburban approach to integration, an observation form, designed to gather information from teachers, administrators and other staff members, was distributed to Receiving School staff members on a regular basis. During the first term, staff members received the form each week. Following a questionnaire survey on the form, distribution was made at the end of each month.

1700 observation forms were distributed.
654 forms were turned in.
418 of the forms did not have written comments.
136 of the forms had written comments;
  104 of these were turned in during the first term
  (weekly distribution), 32 during the second term
  (monthly distribution).

TABLE III.—*Summary of Report Card Data on Social Growth and Work Habits Grade Distribution for Control and Experimental Groups*

	Control Group			
	Social Growth		Work Habits	
LETTER RATING AND MEANING	N	%	N	%
A (Excellent)	3	15.8	3	15.8
B (Better than Satisfactory)	10	52.6	8	42.0
C (Satisfactory)	4	21.1	4	21.1
D (Unsatisfactory)	2	10.5	4	21.1
E (Failing)				
Total	19	100.0	19	100.0
MARK AND MEANING	Experimental Group*			
+ (Indicates Strength)	10	66.7	9	60.0
✓ (Needs Improvement)	5	33.3	6	40.0
Total	15	100.0	15	100.0

*Some teachers did not indicate grades for these areas which is the reason that only 15 students are reported.

Directions on the form were as follows:

1. The Receiving School Program has been designed to provide wholesome interracial experiences. In order to evaluate the effectiveness of the program, specific instances of such experiences are needed. As soon as convenient, please record incidents which you feel may be *positive* or *negative* interracial experiences. Brevity is encouraged. Please use pupil's full name if possible.

2. What is your opinion concerning the progress of the Receiving School Program at this point?

3. Please add any comments which you feel are pertinent.

The name of the individual reporting, the area of his responsibility, and the dates of the reporting period were also recorded on each form. The information reported on these forms was gathered and summarized by L. William Heinrich, Coordinator of Intercultural Enrichment Program, West Irondequoit.

Categories of Comments

A breakdown of the comments submitted by staff members is contained in Table IV on page 11. There was considerable overlapping as far as the questions were concerned; that is, a particular comment by one staff member might be found under Question One, while a similar comment by another teacher could be found under Question Two or Three. Therefore, no breakdown by question was considered necessary.

Opinions regarding the program are listed only when they were stated as such. Evaluation of the incidents reported, in terms of positive or negative interracial experiences, has not been attempted, because of the necessarily subjective nature of the judgment required.

Staff members reporting are divided into two main categories; those with direct responsibilities of an instructional nature for pupils in the program, and those whose contact is on an incidental basis in the receiving schools.

Classroom Incidents, Interracial Experiences

The Intercultural Enrichment Program is designed to provide opportunities for intercultural experiences, as a means for improving interracial and intercultural relations. Incidents reported by teachers offer examples of the kinds of opportunities which occur at the first grade level.

TABLE IV.—*Nature of Staff Comments*

	DIRECT Teachers of 1st Grade	Special Teachers	Administrators	Specialists	INCIDENTAL Teachers	Others (clerical, lay assistants, cafeteria)	TOTAL
1. Opinions:							
Neutral	7	10	3	------	4	2	26
Positive	11	4	6	------	5	2	28
Negative	1	------	------	------	------	------	1
2. Classroom Incidents, Interracial Experiences	11	------	2	------	5	------	18
3. Social Adjustment of Negro Pupils	15	8	------	2	3	6	34
4. Social Adjustment of White Pupils	8	4	------	------	3	1	16
5. Community Involvement (West Irondequoit Parents)	13	------	4	1	------	------	18
6. Communication With Parents of Transferred Pupils	9	------	4	1	------	4	18
7. Administration and Procedures of Receiving School Program	12	1	5	3	4	2	27
8. Individual Behavior Incidents—Negro Pupils (Discipline)	8	2	1	------	3	------	14
9. Individual Needs of Negro Pupils (Other Than Discipline)	9	4	1	6	1	7	28
10. Miscellaneous:							
a. Academic Difficulty Equals Discrimination?	1	------	------	------	------	------	1
b. Negro Pupil "fought" with Three White Pupils	1	------	------	------	------	------	1
c. Disagreement with Sociometric Testing Program	1	------	------	------	------	------	1
d. Similarity of Skin Color	1	------	------	------	------	------	1
e. Unprepared for Gym	------	4	------	------	------	------	4
f. City Bus Strike Attendance	------	------	1	------	------	------	1
g. Personal Hygiene	------	------	------	1	------	------	1
					TOTAL		238

1. One of the transferred pupils reported another child had said a 'bad word' to him. In talking with him, the teacher found out the word was 'Negro'. The teacher suggested that he discuss this with his father, and if his father agreed that it was a 'bad word' the teacher would talk to the child who said it. The next day the boy reported to the teacher that his father had explained it was not bad, and that it was all right for people to say to him.

2. A white girl sitting next to a Negro boy at the end of a tiring day noticed him sucking his thumb. She leaned over and quietly inquired as to the flavor—"chocolate or vanilla?"—then popped her own thumb in her mouth to check on its flavor.

3. In referring to a Negro boy's actions on the playground, a white boy referred to him as 'that brown kid'. The term was used descriptively, not as a derogatory remark.

4. One of the Negro boys was fascinated with the silky hair of the girl who sits next to him. The boys in the same classroom wanted to touch the Negro boy's close-cropped head.

5. In choosing another to accompany him as messenger, a Negro boy selected another Negro boy. A white boy commented, "Why does he always choose a Negro?" The teacher felt the boy was disappointed, and blamed skin color.

6. In discussing differences in families in a receiving school classroom, children included color of eyes and hair and nationality. Skin color was not listed as a difference by the children.

7. The making of Indian headbands was a project in one classroom. A white child suggested that the three Negros in the classroom would especially enjoy this, as they were Negroes, and dark-skinned, as are Indians.

8. A principal observed a lesson on differences, in which the teacher used books as examples and then switched to pupils, asking two boys to stand up. Group responses noted differences in colors; shoes, socks, pants and shirts. The teacher was after differences in size and height. The fact that one of the boys was Negro and the other white did not enter the discussion.

Other examples mentioned play activities, watching a Negro teacher on educational television, and a visit to one of the schools by a predominantly Negro first grade class from a city school as intercultural experiences.

Social Adjustment of Pupils

As indicated, many of the staff members commented on the way in which Negroes and whites 'got along'. Most of the observations were general; "children are making friends with one another," "the class plays together with no apparent prejudice," "the Negro children are participating very effectively," or comments of a similar nature. Some comments listed specific friendships.

For two of the eight classrooms, some comments were made about the Negro children 'sticking together'; in at least one instance, the teacher felt that this behavior limited the effectiveness of the program.

In most instances the comments described social adjustment as normal, or noted the interaction between Negroes and whites.

Community Involvement

A number of the comments indicated the interest of parents and other residents in the program. Some Negro children were invited to lunch in area homes. P.T.A. meetings and other school-oriented community activities which involved Negro parents were also mentioned by staff members as experiences in connection with the Intercultural Enrichment Program.

Some general comments suggested the need for added opportunities for Negro pupils to become a part of more than the educational program.

One incident reported the concern of one parent with seating arrangements in connection with the receiving school program. Another reported the negative reaction of the parents of one resident pupil to the sociometric testing program.

Communication with Parents of Negro Pupils
(William H. Seward School No. 19 Area)

Comments in this area were split between those indicating the strong interest of Negro parents, and those who encountered difficulty in establishing contact with parents in the William H. Seward School No. 19 area.

Administration and Procedures

Supervision of pupils who took the bus, testing procedures, incidents of pupil illness, and communication procedures are classified in this section. Staff members expressed concern about safety, the effectiveness of program planning, or the efficiency of established guidelines in dealing with specific situations.

Individual Behavior Incidents—Negro Pupils

Reported incidents included specific situations where Negro pupils were 'disciplined' or observed to be 'out of order'. Aggressive behavior, physical or verbal, was usually the basis for the report.

Individual Needs and Behavior—Negro Pupils

Particular needs, such as speech or reading difficulties, were of concern to staff members, and were reported as referrals or as a specific situation observed by a staff member which required attention.

Individual behavior was described by staff members; shyness, unusual incidents related by some pupils and eating habits are examples of the types of comments submitted by some staff members.

Miscellaneous

Most of these are self-explanatory. Two comments, however, may need further attention.

Academic difficulty equals discrimination? One teacher asked if she would be accused of discrimination if she recommended the retention of a Negro pupil who did not do well academically.

Negro pupil "fought" with three white pupils. This incident included an explanation by the staff member, in which she concluded that no real animosity toward the Negro pupil was evident on the part of the three pupils involved.

Conclusion

The information provided appears to reflect a rather 'normal' situation for most of the pupils involved in the educational program. Expected individual differences are apparent.

The need for changes in administrative procedures, and attention to other phases of the Intercultural Enrichment Program, such as avenues for community involvement and expansion of opportunities for Negro pupils to participate in out of school activities, is apparent.

An expansion of opportunities for wholesome interracial experiences is evident, particularly in the comments of teachers concerning the face-to-face relationships among Negro pupils and white pupils. The opportunities for teacher-directed learning experiences in connection with intercultural enrichment were limited in number, as expected at the first grade level. While some of the potentially negative incidents are in need of continued study, they do not suggest the need for significant changes in the overall program.

As a means of evaluation, the distribution and collection of this observation form provided a valuable resource for those responsible for keeping touch with and reporting on the progress of the program. It has also provided information which will be used in planning for future years, and it helps to provide information on the effectiveness of the program.

It must be recognized that this form does structure the responses of staff members; it also suggests the need for looking at the Negro pupils as Negroes. From this standpoint, and from the standpoint of the time required of staff members to complete it, restricted use of the form is suggested, and it probably should be eliminated as soon as possible.

Visit by New York State Education Department Team

On March 23–25, 1966, five members of the New York State Education Department visited both districts to observe the program in action. Members of the team were Norman Kurland, Director, Center on Innovation; George Blair, Associate Director, Center on Innovation; John Bardin, Associate in Elementary Curriculum; William Callahan, Coordinator of Experimental Programs and George Harrison, Field Representative for Intercultural Relations.

During the three day visit, the team met with Board members and administrators from both school districts, interviewed participating teachers, observed first grade classes, discussed the program with parents of participating first graders from the two communities, and exchanged views with a group of West Irondequoit citizens who reflected a wide divergence of attitudes toward the program.

Following this visit, a complete report was written which has been filed with Deputy Commissioner of Education Ewald B. Nyquist. Among the important observations in the report were the following:

1. The climate and organization of all classes involved in the program were indicative of effective learning situations. Pupils were well behaved and self-directed.

2. Effective interaction existed between the Rochester and West Irondequoit children.

3. The attitude of teachers toward the program was generally favorable and their relationships with pupils seemed excellent.

4. The Rochester parents interviewed wholeheartedly supported the program. They felt they have received a very warm reception in West Irondequoit and were pleased with the instructional program.

5. The Rochester parents believed that educational growth of their children was clearly evident.

6. There was a great readiness on the part of West Irondequoit parents to discuss the program and its ramifications. Some wondered if smaller classes would be more beneficial to the local children or if this type of association could cause social problems in later years.

7. Both white and Negro parents share similar apprehensions for their small children but the success of the program has seemed to calm many apprehensions.

Summary

It is important to note that this is an interim report of a longitudinal study and that no major conclusions can or should be made at this time. The study will continue next year with a new group of pupils entering grade one and the present group advancing to grade two. The progress of these pupils and subsequent groups will be carefully evaluated.

However, it is possible to conclude on the basis of data collected and analyzed to date that the program is working well and that children involved at this time are benefiting from the experience.

*Exhibit No. 8**

THE DRAFT TAKES HEALTHY TURN

Carl Rowan's column on this page today covers many things we otherwise would have said editorially about the thrilling proposal advanced by Secretary McNamara. So we simply add some personal evaluations of the proposal.

This newspaper cannot help but be attracted to it, because we have been saying editorially for many years that standards for service in any of the American armed forces are unfairly high and hopelessly unrealistic. This is because it takes anywhere from six to eight soldiers in various personnel and materiel and supply and other jobs to keep one fighting man going. So the idea that all eight men have to be in perfect condition is nonsense.

Secretary McNamara hasn't said it in those words, but we couldn't care less because the result is the same.

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*This editorial, referred to by Minister Franklyn D. Florence in his testimony, was entered into the record at the request of the *Rochester Democrat and Chronicle*.

[From *Democrat and Chronicle*, Rochester, N. Y., Thursday, August 25, 1966]

To seek out the deprived, the underprivileged, the physically unfit whose conditions can be brought up to standard by proper living, and persuade them to avail themselves of schooling and job training and therapy while in CIVILIAN life is almost a hopeless task; even though some gains are made. This is because there is no compulsion. Those whom society would help can refuse; or if they begin to be helped, they can drop out. But not in the armed services. The help is mandatory. They have no choice but to learn, to study, to eat properly, to take care of themselves physically.

Let us hope McNamara's plan not only works well but expands vastly. As long as we must have an Army, here is the way to benefit from its magnificent physical and educational facilities.

Exhibit No. 9

A STATEMENT TO THE U.S. COMMISSION ON CIVIL RIGHTS

[Submitted to the written record in Rochester, New York, September 16, 1966 by Robert H. Detig.]

A recent report published by the U.S. Commissioner of Education summarizes the results of an extensive survey of 645,000 students in 20,000 schools across the country. This survey was authorized under Section 402 of the 1964 Civil Rights Act.

One can draw two significant conclusions from the report.

1. That the predominantly Negro schools of the metropolitan northeast are as good as the predominantly white schools when judged by the external measures of quality such as facilities, class size, teacher salaries, etc.

2. Yet the Negro student starts school significantly behind his white counterpart and finishes further behind.

There are apparently non-school factors which cause the Negro student to be generally behind in academic achievement. Unfortunately the survey either didn't attempt to determine what these factors might be or if it did they weren't reported.

I infer that the general breakdown of the Negro family inhibits the academic achievement of the Negro student. Education is a lifelong process; it begins the day you're born and ends with death. An important phase of education occurs in the home during the pre-school or pre-kindergarten years. The Negro child is educationally deficient during these years. L.B.J.'s project Headstart admits this fact. I consider this program to be well founded and therefore support it.

The general breakdown of the Negro family is well documented in the "Moynihan Report", a study commissioned by the Administration but later discredited when declared "racist" by the civil rights movement. Its conclusions can not be disregarded no matter how distasteful they may be.

If we admit that factors associated with the Negro family, or lack thereof are the causes of slow academic achievement, it's not obvious to me how a simple solution like racial mixing of all classes through massive busing programs will accomplish anything.

Indeed these efforts seem to be peripheral if not totally unrelated to the family factors impeding academic achievement of the Negro. It is conceivable that busing programs in themselves may be a disservice to the Negro student. Finally it might be better to spend the added funds needed for the busing programs on making the ghetto schools better equipped to deal with their special problems.

EXHIBIT No. 10

▬ PRESENT GENERAL HOSPITAL SITE
(EDUCATIONAL SERVICES CENTER)

┉ PROPOSED ADDITIONAL AREA BY
THIRD WARD URBAN RENEWAL PROJECT

APPROX. LAND AREA
21.3 ACRES

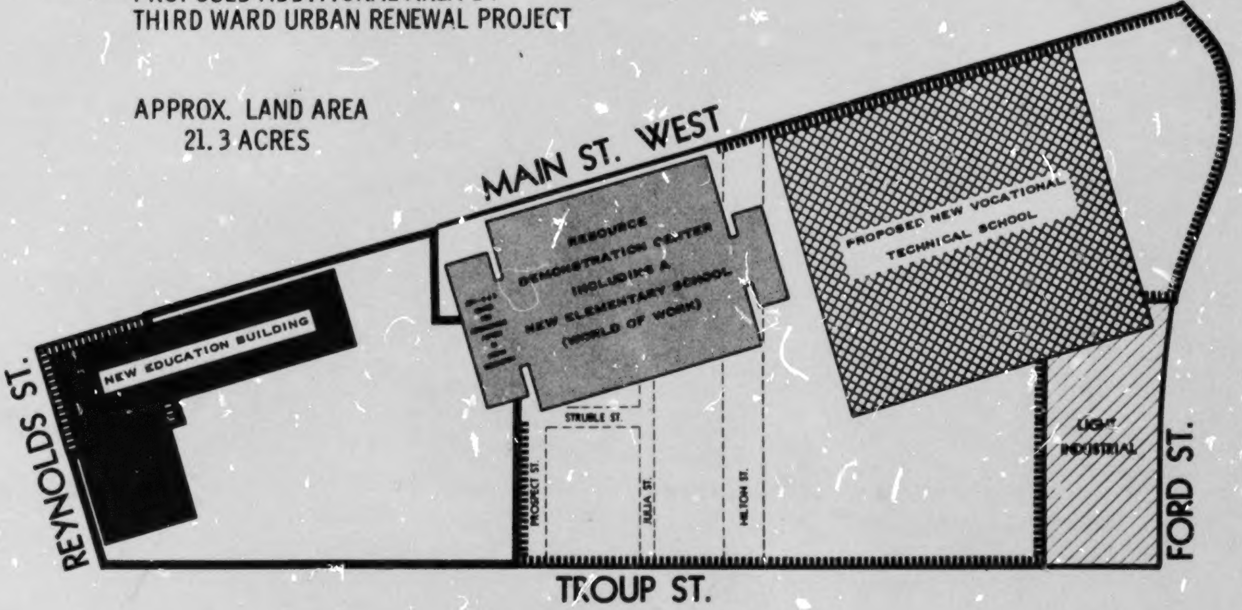
MAIN ST. WEST
REYNOLDS ST.
NEW EDUCATION BUILDING
RESOURCE DEMONSTRATION CENTER INCLUDING A NEW ELEMENTARY SCHOOL (WORLD OF WORK)
PROPOSED NEW VOCATIONAL TECHNICAL SCHOOL
STRUBLE ST.
PROSPECT ST.
JULIA ST.
MILTON ST.
LIGHT INDUSTRIAL
FORD ST.
TROUP ST.

Exhibit No. 10

Exhibit No. 11

STATEMENT BY JAMES E. ALLEN, JR., NEW YORK STATE COMMISSIONER OF EDUCATION AT THE HEARING CONDUCTED BY THE U.S. COMMISSION ON CIVIL RIGHTS, ROCHESTER, NEW YORK, SEPTEMBER 17, 1966

As Commissioner of Education for New York State, I welcome the members of the United States Commission on Civil Rights to our State and appreciate this opportunity to appear before you.

Within the basic goal of education in New York State, there are two overriding objectives:

1. Ensuring that the young people of the State are provided with opportunities for the highest possible quality of education;

2. Ensuring that these opportunities are made equally available to every individual wherever he may live in the State and without regard to creed, color, handicap, social or economic circumstance.

We believe that the existence of racial isolation anywhere in the schools of our State is a barrier to the achievement of these objectives. Hence, it is the accepted responsibility and duty of the State Board of Regents, which coordinates and supervises all of education in New York State, of myself, as Commissioner of Education, and of the State Education Department to do everything within our power to remove this barrier. We believe the elimination of racial isolation and the achievement of quality education on an integrated basis to be the major challenge to education of our times.

That we have accepted this challenge is evidenced by such actions as the following:

—In 1948 the Regents appointed an Administrator of the Fair Educational Practices Act, a law enacted by the Legislature, and directed him to promote the elimination of discriminatory practices in any of the State's schools, colleges and universities.

—In 1957 the work of the office was broadened and a Division on Intercultural Relations in Education was established to give intensive attention to problems of discrimination and segregation in education at the elementary and secondary school levels. In addition to the Director, that office now consists of four professional people.

—In 1960 the Regents adopted a policy statement calling for the elimination of racially isolated schools, stating that—"Public education in such a setting is socially unrealistic, blocks the attainment of the goals of democratic education and is wasteful of manpower and talent . . ." (For full statement see Exhibit 1)

—In 1961 we conducted a special school population census to secure facts about the racial pattern in the public elementary schools of the State in order that we might know the areas of concentration of Negro pupils and how we could be better prepared to attack the problem of racial imbalance. (Exhibit II)

—In 1962 the State Education Commissioner's Advisory Committee on Human Relations and Community Tensions was created, consisting of Dr. John Fischer, President of Teachers College, Columbia University and former Superintendent of Schools, City of Baltimore; Dr. Judah Cahn, Rabbi, Metropolitan Synagogue, teacher and lecturer on human relations; and Dr. Kenneth B. Clark, Professor of Psychology at City University of New York, author of *Dark Ghetto*. This Committee was asked to advise and assist my office and the local school officials in dealing with the growing problem of *de facto* segregated schools. The Committee produced in June of 1963 a statement of "Guiding Principles for Dealing with De Facto Segregation in Public Schools" which has been widely circulated and used through the State. (Exhibit III)

—On June 14, 1963, we requested all school districts in the State to submit to us by September of that year, the following information:

"1. A statement indicating the situation in your district with regard to any problem of racial imbalance, regardless of the number of Negro children enrolled, or to the actual existence of or trend toward racial imbalance.

"2. A statement of policy by your board of education with respect to the maintenance of racial balance in your schools.

"3. In districts where racial imbalance exists, or is a problem, a report of progress made toward eliminating it.

"4. In such districts, your plan for further action, including estimates of the additional cost, if any, and of the time required for carrying out your plan." (Exhibit IV)

—In decisions rendered by the Commissioner of Education, resulting from appeals brought by aggrieved parents and other citizens, in accordance with the provisions of Section 310 of the State Education Law, we have, wherever the facts warranted, directed local school boards to take specific action for correcting racial imbalance. (For an example, see Exhibit V—*In the Matter of the Appeal of Patricia Ann Mitchell, et al. against the Board of Education of Union Free School District No. 12 of the Town of Hempstead, Nassau County.*) When challenged in the courts, the decisions of the Commissioner have been consistently upheld.

—At the request of local school authorities we have conducted comprehensive studies of public school needs and presented such authorities with detailed findings and recommendations for correcting racial isolation and for raising generally the quality of the school system. (See copies of New York City and Buffalo reports. Exhibit VI)

—We have conducted numerous seminars and conferences throughout the State in an effort to widen and deepen understanding of the problem and of how best to deal with it, the most recent of which were two two-week seminars conducted this summer at New Rochelle College. (Exhibit VII)

—In 1964 we created in the State Education Department a Center on Innovation to encourage and guide constructive change in the educational system and requested the Center to give priority to those innovations and changes which would speed the achievement of integrated education of quality. (Exhibit VIII)

—We have prepared and distributed to the schools several teaching guides on integration; two specifically have received nationwide attention. (Exhibit IX)

—We have sponsored and supported in-service training programs for teachers on the special problems of teaching in integrated schools. Tuition grants have been made available to recent college graduates to encourage them to prepare to teach disadvantaged children in New York City.

—For several years, with the support of Governor Rockefeller, we have requested special funds from the Legislature for use in stimulating and assisting school districts in developing plans and programs for correcting racial isolation in education and for compensating for economic and social deprivation. This year the Governor again recommended the appropriation of funds for this purpose and the Legislature approved the modest sum of $1 million.

—As a part of our criteria for the approval of projects submitted by school districts under the provisions of Title I of ESEA, we have encouraged integration.

—We have resolutely and successfully opposed the enactment of bills introduced in the Legislature which would be a handicap to state and local officials in correcting racial imbalance in the schools. (See statement by Regents, March 1964, Exhibit X)

—In the Fall of 1965 we instituted a Pupil Evaluation Program involving achievement tests for beginning first, third, sixth and ninth grade pupils. These tests were in reading and arithmetic and the results have been made available to the local schools. 1.3 million public, parochial and private school children were tested. The program will enable schools, as well as the State Education Department, to identify areas of academic weakness. (See memorandum by Mr. Robert Passy—Exhibit XII)

We believe, Mr. Chairman, that these and many other steps we have taken, and those that have been initiated at the local level, have placed New York State in the forefront in the nationwide effort to come to grips with the tremendously difficult and complex problem with which this hearing is concerned. Significant progress has been, and is being, made toward bringing about these conditions which will make possible a school system where discrimination, injustice and inequality of educational opportunity will no longer prevail, and where the educational needs and desires of every child can be fully cared for regardless of his race, color, creed, social or economic status, or place of residence.

But despite the depth of our commitment and the strong efforts that have been made, only a beginning has been achieved.

The school population census conducted in 1961 showed that there were 41 school districts with *de facto* segregated schools. A large proportion of these schools were found, as would be expected, in the "Big Six" cities which enroll 40 per cent of the State's public school children and where there is a concentration of Negro population.

In response to the Department's request, school districts having racially imbalanced schools submitted plans for dealing with the situation. These plans varied from general statements of intent to outlines of specific action to be undertaken.

In the intervening years, the State has continued to press for action, offering increasing help and encouragement, and progress has been made in carrying out these plans. But it is a measure of the difficulty and complexity of the task and of the continuing growth of the problem that present day analysis finds the overall magnitude of the problem very little reduced.

While some communities have been successful in correcting or reducing racial isolation in the schools, efforts in other communities have encountered strong resistance that has not only prevented solutions but has indeed increased the problem.

Underlying all the difficulties encountered, is the basic question of attitude. This is a question as complex as the human being himself, involving as it does, every aspect of his life. One of our most urgent needs is more knowledge about constructive means of developing positive attitudes. Concentrated attention and research in this area are essential to ultimate solutions.

In addition to the question of attitude toward the specific matter of integration, there is the question of the general resistance to change, not only on the part of the public, but on the part of many educators as well. The pace of change that we must seek with respect to the elimination of racial segregation in education, is so much greater than that expected in the introduction of any major innovation heretofore, that this, in itself, is compounding the problem.

Then there are, of course, the practical considerations which have to be taken into account. These include such knotty and obstinate problems as outmoded constitutional and legal restrictions, vested interests in local government practices and procedures, etc. These do not easily yield to the adjustments necessary to provide the flexibility required by new situations and new demands. There is also the ever present matter of money. Money alone cannot solve the integration problem, but in this transitional period when research, changes in operational patterns, compensatory programs and a variety of other adjustments are required, a greater investment is inevitably needed.

Lastly, there is the fact that our schools can do only so much. Their attack on the problems of racial isolation can be ultimately successful only if it is a part of a broad, massive attack that seeks to deal with employment, housing and any other barriers that stand in the way of the achievement in full degree of the objectives of the Civil Rights movement.

These difficulties are not cited as an excuse nor are they intended to indicate any slackening of effort or weakening of determination. Current events throughout our country only serve to underscore the seriousness of the crisis and the imperative need for action to correct long-standing injustices. It is our intention in the State of New York not only to continue but to intensify our efforts.

The University of the State of New York

THE STATE EDUCATION DEPARTMENT

Regents Statement on Intercultural Relations in Education

"After the Supreme Court decision of May 1954, we have all been a part in re-evaluating the role of education in a democracy. It was of greatest significance that the Court in its historic decision stated:

> 'We must consider public education in the light of its full development and its present place in American life throughout the nation . . . .
>
> 'Today, education is perhaps the most important function of state and local governments . . . it is the very foundation of good citizenship. Today it is a principal instrument in awakening the child to cultural values, in preparing him for later professional training, and in helping him to adjust normally to his environment. In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education . . . .
>
> '. . . to separate (them) from others of similar age and qualifications solely because of their race generates a feeling of inferiority as to their status in the community that may effect their hearts and minds in a way unlikely ever to be undone . . . .'

"The State of New York has long held the principle that equal educational opportunity for all children, without regard to differences in economic, national, religious or racial background, is a manifestation of the vitality of our American democratic society and is essential to its continuation. This fundamental educational principle has long since been written into Education Law and policy. Subsequent events have repeatedly given it moral reaffirmation. Nevertheless, all citizens have the responsibility to reexamine the schools within their local systems in order to determine whether they conform to this standard so clearly seen to be the right of every child.

"Modern psychological knowledge indicates that schools enrolling students largely of homogeneous, ethnic origin, may damage the personality of minority group children. Such schools decrease their motivation and thus impair the ability to learn. Public education in such a setting is socially unrealistic, blocks the attainment of the goals of democratic education, and is wasteful of manpower and talent, whether this situation occurs by law or by fact.

"In seeking to provide effective education for all the children of this State, boards of education are faced with many obstacles in the form of complex social and community problems. Among them is the existence of residential segregation which leads to schools with students predominantly of one race on the elementary and high school levels.

"In spite of these and other difficulties, the Regents are determined to accept this challenge facing our schools today. We charge the Regents Advisory Council on Intercultural Relations in Education, working in close cooperation with the State Education Department, to assist in seeking solutions to the educational aspects of the problem. The Council's recommendaions for action, based on systematic and objective study, will be reported to the Regents in due course.

"We recognize that we who have been given the responsibility for the education of the children and youth in our State can deal directly with only these educational aspects. There are larger community problems which influence the quality of education in, and the ethnic composition of our schools. So long as these larger social problems remain unsolved, it will be difficult to solve some of the basic and related educational situations. For this reason, therefore, we call upon all our citizens and their agencies of government and their civic organizations to take concrete steps to provide the social climate which will make it possible for us to increase the effectiveness of education. Only with this cooperation will we be able to provide that type of democratic education which will enable all children to contribute their understanding, knowledge and skills to increase the greatness of our State and our Nation."

January 28, 1960

Report of Special Study of Elementary School Pupils

In October 1961 Commissioner James E. Allen, Jr., announced to a meeting of school superintendents at Saranac Lake that the New York State Education Department would conduct a census study of all school districts in the State which would take into account some of the ethnic backgrounds of the pupils. A necessary step in enlarging educational opportunity and in encouraging quality education in the public schools, the twin prime objectives with which the Regents and the Education Department are charged, is to know the racial composition of each elementary school building and each elementary class within a school district.

A study of this kind had not been carried out in New York before and the best available information shows no evidence that any other northern state has undertaken such a project. The United States Commission on Civil Rights in its recent report to the President and Congress recommends that a racial census be made for each State. It suggests that perhaps such a census be undertaken by the Federal Government. It can be noted that Delaware has, since it undertook to de-segregate its schools after a series of court cases declared its de jure segregation illegal, carried out a racial census of school districts. This is the only instance of an attempt to find factual data on racial imbalance of schools within a State.

The Division of Intercultural Relations was requested to carry out the survey; a questionnaire form with covering instructions was prepared and mailed to each school district which had at least one elementary building. These instructions stated:

"The purpose of this census is to provide certain research and statistical data on the school population in all the school districts of the State. It is a limited census in that not all ethnic factors will be taken into account and only the elementary grades, 1–6 (inclusive), will be surveyed.

"The Superintendent, District Superintendent, or Supervising Principal of each school district can best determine the way to conduct this census for his school system. The specific points listed below are to insure that the methods applied by each school will provide data consistent with every other school in the State.

"1. The Census will only include grades 1 through 6 inclusive, and all special classes of children designated as elementary pupils. Special classes are those, graded or ungraded, for special physical handicaps; handicaps to learning, mental or emotional; any special classes organized for rapid learning; or others. Please designate these groups under column (1) grade and indicate the kind of special class.

"2. Each school building of the district which houses any elementary pupils is to be reported on a separate questionnaire.

"3. As few school personnel should be used in the census count as possible; however, complete and accurate information is essential.

"4. No pupil and no parent of any pupil shall be asked his race or ancestry.

"5. The social definition for "Negro," "white," "Puerto Rican," or "other" is to be used. This is to say that, if in the community an individual is considered to be in one of the above ethnic groups, for the purpose of this study he is so counted.

"6. No record is to be kept of this information as it relates to an individual; totals only for classrooms are to be reported."

Forms were sent to 882 districts which were reported as conducting elementary schools. At the time of this writing 838 have returned the information requested; this is 95% of all districts. Returns are still being processed as follow-up continues; some districts were mis-addressed, new centralizations had recently taken place, etc., so the non-return of a form does not mean reluctance to provide the information. A few school districts have expressed such reluctance; however, it is believed that a near 100% return will be at hand.

There is no reference in this report to absolute numbers of "white," "Negro," "Puerto Rican," or "Other" pupils. Although totals are available from the data, these totals will not coincide with other statistical data published by the

Department. The explanation for the very minor discrepancy is that all special classes were not compiled, all districts have not yet answered and in one or two cases the attendance for that day appear to be reported, not the total enrolled in a class. This, however, does not distort the results in any case since in considering ethnic or racial matters the relationship of totals to each other, that is, the percentage, is the important point. The ratio of one group to another is causative of difficulties, seeming or real, not how many individuals may be involved.

So much has been written about the public school population of New York City that this report will concentrate on the rest of the State; New York City totals and percents will be presented separately.

Excluding New York City there were 837 districts reporting. The data from each district was analyzed for all the categories used. Of all the school districts in the State 281, 33%, enrolled only white pupils; 556, 67% including more than one ethnic group although in many instances representation of others than "white" were very small, a fraction of a percent. Those 556 districts which included more than one ethnic group were distributed in this fashion: 206, 37%, had only Negro and white pupils; 7, .01%, had only Puerto Rican and white pupils; 48, .09%, had Negro, white and Puerto Rican pupils; 39, .07% only white and other; 111, 20%, Negro, white and other; 14, .02%, white, Puerto Rican and others; 131, 24%, had representation from all categories, white, Negro, Puerto Rican, and other. (See Table I attached.)

The diversity of New York State school population is brought into focus and perspective by the above analysis. Since considerable attention has been given to racial imbalance of schools in reference to Negro and white pupils, the data has been analyzed from this one dimension. Of all school districts reporting, 490, 58%, have both Negro and white pupils. Of these 490 districts the distribution is as follows: 234, 48%, less than 1%; 198, 40%, from 1–10% Negro; 28, .06%, from 11–20%; 15, .03%, from 21–30%; 10, .02%, from 31–40% and infinitesimal percentages above this figure. The highest concentration in any district is 61–70%. (Table II attached.) New York City has a Negro pupil population of 26%.

The school districts with a Puerto Rican pupil population number 196 or 33% of all districts. Of these districts 153 or 79% have less than 1% of the total school population so designated; the remainder fall in the 1–10% category (Table III.) New York City has a pupil population of Puerto Rican youngsters amounting to 19% of the total school enrollment. A similar analysis of the category termed "other" which includes oriental as well as American Indian, shows that 395, 47%, of all districts do include pupils from this ethnic category; however, 363 districts, 92%, have less than 1%. (Table IV.) New York City records less than 1% "other".

Far more significant than the percentage of Negro, Puerto Rican, or other pupils to white pupils in the entire school district is the relationship of one to the other in individual elementary buildings of each district. Individual school buildings have historically tended to serve neighborhoods. Especially for smaller children the nearness to school has been the usual method for drawing attendance lines. Since neighborhoods reflect housing patterns and local custom, and tradition, we will find that the individual buildings will reflect racial imbalance if such exists within a school district.

The uneveness in the distribution of the ethnic groups studied becomes more clear as the school district population is examined building by building. While a great number of districts will have only one elementary school so that all children attend the same classes together, a great number have more than one building. Here the school population is spread among several separate schools and during a school day the student groups do not associate with each other. While 33% of the school districts are all white a larger percentage of school buildings are all white, 41%. Table V shows the racial composition of the remaining 59%. Again it must be stated that many which are counted as having more than one group the percentage is often below 1% as will be demonstrated later. Table V shows that among individual elementary buildings, grades 1–6, 36% are Negro-white, 03% are Puerto Rican-white, 14% are other-white for a total of 53% with two different ethnic groups. The remaining 47% are combinations of groups; of these 12% are schools with all groups. Two (2) school buildings in the State, excluding New York City, have a 100% minority population; one is 100% Negro, one is 100% other and the locale suggests 100% Indian.

Again the identification of Negro-white schools will be meaningful since this is the largest of the minority groups in New York State, 5% of the total elementary school population. Bi-racial schools account for 1204 or 46% of all elementary school buildings. Of this 46% some 412 buildings, 34%, the ratio is less than 1%; 546 buildings, 45%, from 1–10%; 100, 08%, from 11–20%; 41, 03% from 21–30%, and so on. (Table VI)

The number of school buildings and therefore the school districts in which the percentage of Negro to white pupils is high is very small. Of 2611 buildings in 857 school districts, excluding New York City, there are 103 buildings in 41 school districts in which the ratio exceeds 30%. These numbers expressed in percentages are 04% of the buildings and 05% of all school districts If Negro and Puerto Rican are combined and this ratio recomputed, for the schools reported above there is no change in percentages or absolute numbers. Table VII lists the school districts in which the ratio of Negro to white pupils is highest for the State.

The selection of the 31% as a kind of cut-off point between schools with low and high ratio of Negro pupils to white pupils is an arbitrary one. There is no attempt to define as de-facto segregated all which exceed this percentage, rather experience dictates that from this point and beyond school districts must give added concern to what is happening in their school district. Each community is different but the questions which school authorities must ask are very similar:

Are any of these "forgotten schools?"

Is the racial imbalance affecting motivation and learning?

Are the residential patterns and population changes altering the character of the school?

Which policies and actions are to be taken to alter, impede, or reverse the degree of racial imbalance which exists?

How best can the school and community work cooperatively to foster true integration for all school children?

This is the challenge which the Census study highlights and puts into sharper focus.

Table I.—*Ethnic Distribution of Pupils Among School Districts (excluding New York City)*

School Dists. reporting	White only	Negro—white only	Puerto Rican—white only	Negro—Puerto Rican—white	Other—white only	Negro—Other—white	White Puerto Rican—Other	ALL
837	281	206 37%	7 01%	48 09%	39 07%	111 20%	14 02%	131 24%
	33%	← 67% →						

Table II.—*Distribution of Negro Pupils Among School Districts (excluding New York City)*

School Dists. Reporting	No. of Dists. without Negroes	No. of Dists. with Negroes	Less than 1%	1–10%	11–20%	21–30%	31–40%	41–50%	51–60%	61–70%	71–80%	81–90%	91–100%
837	347 42%	490 58%	234 48%	198 40%	28 06%	15 03%	10 02%	2	2	1	0	0	0

Table III.—*Distribution of Puerto Ricans Among School Districts and School Buildings in New York State (excluding New York City)*

School Dists. Reporting	No. of Dists. without Puerto Ricans	No. of Dists. with Puerto Ricans	Less than 1%	1–10%	11–20%	21–30%	31–40%	41–50%	51–60%	61–70%	71–80%	81–90%	91–100%
837	651 77%	196 23%	153 79%	42 21%	0	0	0	0	0	0	0	0	0

TABLE IV.—*Distribution of Others Among School Districts and School Buildings in New York State (excluding New York City)*

School Dists. Reporting	No. of Dists. without Other	No. of Dists. with Other	Less than 1%	1-10%	11-20%	21-30%	31-40%	41-50%	51-60%	61-70%	71-80%	81-90%	91-100%
837	442 53%	395 47%	363 92%	29 07%	0	2 (*)	1 (*)	0	0	0	0	0	0

TABLE V.—*Ethnic Distribution of Pupils by School Buildings (excluding New York City)*

School Bldgs. Reporting	White only	Negro—white only	Puerto Rican—white only	Negro—Puerto Rican—white	Other—white only	Negro—Other white	White—Puerto Rican—Other	ALL
2595	1082	558 36%	59 03%	205 14%	203 14%	242 16%	59 04%	185 12%
	41%	← 59% →						

TABLE VI.—*Distribution of Negro Pupils by School Buildings (excluding New York City)*

School Bldgs. Reporting	No. of Bldgs. without Negroes	No. of Bldgs. with Negroes	Less than 1%	1-10%	11-20%	21-30%	31-40%	41-50%	51-60%	61-70%	71-80%	81-90%	91-100%
2611	1407 54%	1204 46%	412 34%	546 45%	100 08%	41 03%	29 02%	15 01%	8 005%	11 01%	6 005%	11 01%	24 02%

TABLE VII.—*School Districts Which Have Concentration of Negro Pupils in Certain Buildings of the District (excluding New York City)*

SCHOOL DISTRICT	Elem. Bldgs. in Dists.	31-40% Negro	41-50% Negro	51-60% Negro	61-70% Negro	71-80% Negro	81-90% Negro	91-100% Negro
ALBANY	27		2	1	1	1	2	
ELMIRA	17		1					
BEACON	2	1						
POUGHKEEPSIE	7		2	1				
BUFFALO	80	1	1		1	1	1	14
LACKAWANNA	8	2					1	
ROCHESTER	43	2			3		2	2
GLEN COVE	5					1		
HEMPSTEAD 1, HEMPSTEAD	6	1				2	1	
HEMPSTEAD 8, ROOSEVELT	5							1
HEMPSTEAD 9, FREEPORT	6							1
HEMPSTEAD 12, MALVERNE	3				1			
HEMPSTEAD 13, LAWRENCE	6		1					
HEMPSTEAD 21, ROCKVILLE CENTRE	6			1				
NORTH HEMPSTEAD 1, WESTBURY	6				1			
NORTH HEMPSTEAD 6, MANHASSET	3							1
NIAGARA FALLS	24				1			2
UTICA	21			1				1
GENEVA	4	1						
SYRACUSE	33				1			1
NEWBURGH	8	1					1	1
TROY	10		1					
BABYLON 5, AMITYVILLE	5							1
SCHENECTADY	20	1						
BABYLON 9, WYANDANCH	1				1			
BROOKHAVEN 12	3	2						
EASTHAMPTON 2, WAINSCOTT	1		1					
RIVERHEAD 2, RIVERHEAD	8	3		1				
SOUTHHAMPTON	1	1						
SOUTHHAMPTON 9, BRIDGEHAMPTON	1			1				
SOUTHHOLD 7, PECONIC	1	1						

TABLE VII.—Continued

SCHOOL DISTRICT	Elem. Bldgs. in Dists.	31-40% Negro	41-50% Negro	51-60% Negro	61-70% Negro	71-80% Negro	81-90% Negro	91-100% Negro
KINGSTON	15	2						
WAWARSING 2	6	1						
GREENBURGH 8. GREENBURGH	3	2	1					
GREENBERG 11	1	1						
MOUNT VERNON	11		2		1	1	1	
NEW ROCHELLE	12	2		1			1	
OSSINING 1	5	1						
PEEKSKILL	6	1	1					
WHITE PLAINS	11	1		1				
YONKERS	29	1	1					

TABLE VIII.—*Distribution of Puerto Rican Pupils by School Buildings (excluding New York City)*

School Bldgs. Reporting	No. of Bldgs. without Puerto Ricans	No. of Bldgs. with Puerto Ricans	Less than 1%	1-10%	11-20%	21-30%	31-40%	41-50%	51-60%	61-70%	71-80%	81-90%	1-100%
2611	2111 81%	500 19%	285 57%	205 41%	5 01%	5 01%	0 0	0 0	0 0	0 0	0 0	0 0	0 0

TABLE IX.—*Distribution of Other Pupils by School Buildings (excluding New York City)*

School Bldgs. Reporting	No. of Bldgs. without Other	No. of Bldgs. with Others	Less than 1%	1-10%	11-20%	21-30%	31-40%	41-50%	51-60%	61-70%	71-80%	81-90%	91-100%
2611	1912 74%	699 26%	527 75%	166 24%	0 0	2 002%	0 0	0 0	0 0	0 0	0 0	0 0	4 005%

THE UNIVERSITY OF THE STATE OF NEW YORK, THE STATE EDUCATION DEPARTMENT, OFFICE OF THE PRESIDENT OF THE UNIVERSITY, AND COMMISSIONER OF EDUCATION, ALBANY

GUIDING PRINCIPLES FOR DEALING WITH DE FACTO SEGREGATION IN PUBLIC SCHOOLS

[Drafted by the State Education Commissioner's Advisory Committee on Human Relations and Community Tensions]

In contemporary America, race or color is unfortunately associated with status distinctions among groups of human beings. The public schools reflect this larger social fact in that the proportion of Negroes and whites in a given school is often associated with the status of the school. The educational quality and performance to be expected from that school are frequently expressed in terms of the racial complexion and general status assigned to the school. It is well recognized that in most cases a school enrolling a large proportion of Negro students is viewed as a lower status school. It is also true, of course, that an all white school enrolling a substantial proportion of children from culturally deprived homes is frequently considered less desirable.

A cardinal principle, therefore, in the effective desegregation of a public school system is that all of the schools which comprise that system should have an equitable distribution of the various ethnic and cultural groups in the municipality or the school district. Where serious imbalance exists the school with the highest proportion of minority group and lower-status children tends to receive more such children as parents who are able to do so move to neighborhoods and schools of higher status.

A program which seeks an equitable distribution of majority and minority group children in all of the schools of a district offers several advantages. It will enable all children to profit from acquaintance with others of different backgrounds than their own, it will reduce distinctions among schools based on non-educational factors, and will probably stabilize the shifts of enrollment which often follow the arrival of minority group children in disproportionate numbers in a particular school.

The Committee recognizes that long established patterns and community customs are not easily or quickly changed and that psychological and social factors operate on all sides of such a situation as the one now before you. We therefore suggest six principles which seem to us relevant to the whole question of racial balance in the schools.

1. The common school has long been viewed as a basic social instrument in attaining our traditional American goals of equal opportunity and personal fulfillment. The presence in a single school of children from varied racial, cultural, socio-economic, and religious backgrounds is an important element in the preparation of young people for active participation in the social and political affairs of our democracy.

2. In forming school policies, every educationally sound action should be taken to assure not only passive tolerance but active acceptance of and genuine respect for children from every segment of the community, with particular attention given to those from minority groups that may have been the objects of discriminatory mistreatment.

3. No action, direct or indirect, overt or covert, to exclude any child or group of children from a public school because of ethnic, racial, religious, or other educationally irrelevant reasons should be taken by any public agency. Whereever such action has occurred it is the obligation of the school authorities to correct is as quickly as possible.

4. No action should be taken which implies that any school or any group of pupils is socially inferior or superior to another, or which suggests that school mates of one group are to be preferred to schoolmates of another. In establishing school attendance areas one of the objectives should be to create in each school, a student body that will represent as nearly as possible a cross-section of the population of the entire school district, but with due consideration also for other important educational criteria including such practical matters as the distance children must travel from home to school.

5. A "neighborhood school" offers important educational values which should not be overlooked. The relation between a school and a definable community with which it is identified can, in many cases, lead to more effective participation by parents and other citizens in the support and guidance of the school. It can stimulate sound concern for the welfare of the school and its pupils and can lead to beneficial communication between the school staff and the community that staff serves.

6. When a "neighborhood school" becomes improperly exclusive in fact or in spirit, when it is viewed as being reserved for certain community groups, or when its effect is to create or continue a ghetto type situation it does not serve the purposes of democratic education.

June 17, 1963.

Special Message From the Commissioner

THE UNIVERSITY OF THE STATE OF NEW YORK,
Albany, June 14, 1963.

To: All Chief Local School Administrators and Presidents of Boards of Education
Subject: Racial Imbalance in Schools

The State Education Department is constantly seeking to improve policies and practices which will bring about the full operation of the principle of equality of educational opportunity for persons of all social, economic and cultural backgrounds. In line with this effort and after studying the implications of the 1954 decision of the United States Supreme Court, the Board of Regents adopted and announced in January 1961, a Statement of Policy which contained the following paragraph:

"The State of New York has long held the principle that equal opportunity for all children, without regard to differences in economic, national, religious or racial background, is a manifestation of the vitality of our American democratic society and is essential to its continuation. This fundamental educational principle has long since been written into Education Law and policy. Subsequent events have repeatedly given it moral reaffirmation. Nevertheless, all citizens have the responsibility to reexamine the schools within their local systems in order to determine whether they conform to this standard so clearly seen to be the right of every child."

The Regents' statement goes on to point out that modern psychological and sociological knowledge seems to indicate that in schools in which the enrollment is largely from a minority group of homogeneous, ethnic origin, the personality of these minority group children may be damaged. There is a decrease in motivation and thus an impairment of ability to learn. Public education in such a situation is socially unrealistic, blocking the attainment of the goals of democratic education, and wasteful of manpower and talent, whether the situation occurs by law or by fact.

To implement the Regents' policy, the Department has carried on through its Division of Intercultural Relations, a continuing program of education and assistance aimed toward securing greater understanding and constructive action throughout the schools and colleges of the State. Important progress has been made, especially in higher education.

To assemble additional information on the problem, the Department conducted in November 1961, a racial census of the elementary schools of the State. The findings of that study were reported in July 1962. The report identified a number of districts in which the ratio of Negro to white pupils was relatively high and suggested that these districts should give added attention to this situation.

In June 1962, I appointed a three-member Advisory Committee on Human Relations and Community Tensions to advise and assist the Department and the local school districts. From its studies, the Committee has developed a statement of principles for dealing with racial imbalance in the schools. A copy of this statement is enclosed.

The position of the Department, based on the policy of the Regents, and the principles of the Commissioner's Advisory Committee, is that the racial imbalance existing in a school in which the enrollment is wholly or predominantly Negro interferes with the achievement of equality of educational opportunity and must therefore be eliminated from the schools of New York State.

If this is to be accomplished, there must be corrective action in each community where such imbalance exists. In keeping with the principle of local control, it is the responsibility of the local school authorities in such communities to develop and implement the necessary plans.

It is recognized that in some communities residential patterns and other factors may present serious obstacles to the attainment of racially balanced schools. This does not, however, relieve the school authorities of their responsibility for doing everything within their power, consistent with the principles of sound education, to achieve an equitable balance.

In order that the Department may know what your plans are for carrying out this responsibility, *I request that you submit to me by September 1, 1963, the following information:*

1. A statement indicating the situation in your district with regard to any problem of racial imbalance, regardless of the number of Negro children enrolled, or to the actual existence of or trend toward racial imbalance. At this time and *for the purpose of this report*, a racially imbalanced school is defined as one having 50 per cent or more Negro pupils enrolled.

2. A statement of policy by your board of education with respect to the maintenance of racial balance in your schools.

3. In districts where racial imbalance exists, or is a problem, a report of progress made toward eliminating it.

4. In such districts, your plan for further action, including estimates of the additional cost, if any, and of the time required for carrying out your plan.

In addition to this request for information from your district, I have directed the staff of the State Education Department to reexamine all State laws, rules, regulations, policies and programs pertinent to the issue here under discussion, and to submit to me by the same date any revisions that may be necessary for making them more effective instruments for the elimination of racial imbalance.

These requests for more positive action to eliminate racial imbalance in the schools of New York State are a logical extension of State law and policy, necessary if the principle of equality of educational opportunity is to apply to all, regardless of race, color, creed or economic background. I am aware that many of you have already taken constructive action in this regard and that you will continue to do so. I am confident that working together we shall be able to achieve solutions which will truly serve the purposes of education in a democracy.

Please let me know how the Department can be of assistance to you in this important effort.

Sincerely,

JAMES E. ALLEN, Jr.,
Commissioner of Education.

THE UNIVERSITY OF THE STATE OF NEW YORK,

September 6, 1966,

To: Commissioner Allen
From: Robert A. Passy
Subject: New York State Pupil Evaluation Program

Current data are available in the form of achievement test results in reading and arithmetic for every public, parochial and private school child at certain key points on the educational continuum.

These data are for each:

School Building
School District
School System
County
Metropolitan Area

Background

The New York State Pupil Evaluation Program was started September 9,

1965. During the first year, 1.3 million public, parochial and private school children were tested. The second year of this program is now under way.

Achievement Tests

Beginning first, third, sixth and ninth grade pupils were evaluated for specific needs relating to reading and arithmetic. Tests were scored at the local school district level. The results were quickly available for the classroom teacher to provide for the demonstrated needs of the pupils in the plan for teaching—at the *beginning* of the school year.

The Tests

New York State Readiness Tests reflect an inventory of skills possessed by each beginning first grade child. The acquisition of these skills is important for success in the reading and arithmetic curriculums used in New York State at the first grade level.

Reading Tests for New York State Elementary Schools were administered to all third and sixth grade children at the beginning of the 1965 school year.

Arithmetic Tests for New York State Elementary Schools were also administered to all third and sixth grade children at the beginning of the 1965 school year.

Minimum Competence Test in Reading for New York State Secondary Schools and Minimum Competence Test in Arithmetic Fundamentals for New York State Secondary Schools were used at the ninth grade level during the fall of 1965.

This program is being repeated this coming school year.

The Role of the Department

All test materials are provided at no cost to the schools. Scores are processed by the Department. Each building housing first, third, sixth or ninth grade pupils receives a detailed summary of its set of scores compared at each raw score level to that of the:

School District
Similar Communities
County
State

In this manner, significant normative data is provided to each school in New York State.

Each school system is sent a summary of all data relevant to it. Again, comprehensive normative data is provided to the chief school administrator.

The Bureau of Pupil Testing and Advisory Services provides consultative services that will aid schools in translating the achievement data gathered in the Pupil Evaluation Program into a teaching strategy, and, at the beginning of the school year.

Departmental personnel are also utilizing the information before making school visits. Staff members are enabled to have an achievement picture of each building they are surveying under the Cooperative Review Service. Some of the school's needs and strengths become readily apparent upon examination of the summary sheets.

Further Refinements of Information

School districts were compared to other school districts of similar population size characteristics. The classifications are:

New York City
Large Size Cities (population 100,000 # plus)
Medium Size Cities (50,000–100,000)
Small Size Cities (less than 50,000)
Village and Large Central School Districts (more than 2,500 pupils)
Large Rural School Districts (1,100–2,500 pupils)
Small Rural School Districts (less than 1,100 pupils)

Each school system, with the exception of the New York City school system is compared with similar type communities throughout New York State. New York City has thirty-two districts within the school system, and they are compared to each other with normative information.

Urbanization in our State necessitates another method of viewing achievement in reading and arithmetic in terms of *urban areas*. A look at "inner city" and its contiguous, surrounding area is afforded in this manner. The majority of the school population is in these areas. There are seven such areas in our State. They are:

Urban Area:	*Counties*
Albany	Albany, Saratoga, Schenectady, Rensselaer
Binghamton	Broome, Tioga
Buffalo	Erie, Niagara
New York City	New York, Bronx, Kings, Queens, Richmond, Nassau, Suffolk, Westchester, Rockland
Rochester	Livingston, Monroe, Orleans, Wayne
Syracuse	Madison, Onondaga, Oswego
Utica-Rome	Herkimer, Oneida

The enclosed visuals are based on an urban area. They have been kept anonymous following your request.

Other Attachments *

A complete set of testing materials and memoranda is also enclosed in a manila envelope with this memo. This will give a detailed picture of the operational procedures followed with this program.

THE UNIVERSITY OF THE STATE OF NEW YORK,

Albany, New York 12224, September 9, 1965.

To: City, Village and Diocesan Superintendents, Supervising Principals and Headmasters of Private Schools

Subject: New York State Pupil Evaluation Program

The elementary and Secondary Education Act of 1965 requires the annual use of objective measures to evaluate its role in improving pupil achievement. Towards that end, the Department has established a statewide basic testing program to assess the reading and arithmetic achievement of every pupil in the State enrolled in grades 1, 3, 6 and 9. The tests to be used in this program are indicated below.

Grade 1	New York State Readiness Tests
Grades 3 and 6	Reading Tests for New York State Elementary Schools
Grades 3 and 6	Arithmetic Tests for New York State Elementary Schools
Grade 9	Minimum Competence Test in Reading for New York State Secondary Schools
Grade 9	Minimum Competence Test in Arithmetic Fundamentals for New York State Secondary Schools

Since the intent of the Act is to increase the educational opportunities of pupils regardless of where they are enrolled, the tests must be administered in both public and nonpublic schools to pupils in these grades and, in addition, to pupils in ungraded classes whose ages are included in the range of sixth months younger or older than the average ages of pupils in these grades. Attached are forms for ordering the tests that will be needed for administration to pupils in the schools under your supervision. May we request that the order form be completed and submitted as soon as possible, according to instructions on the form.

All test materials will be provided by the Department at no cost to the schools. The tests are to be administered by the teacher to class size groups in homerooms or regular classes. A complete manual of directions for administering the testing program will be provided with the test materials. All tests will be scored locally and, therefore, the results will be available to schools and teachers for immediate use. Only a report of the distributions of raw scores by classes will be required by the Department. Special forms suitable for data processing will be used for this purpose. These forms will be processed by the Department and each system will be provided with an analysis and summary of its test results together with statewide normative information.

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*This material has not been included in the transcript. It is available from the New York State Department of Education.

Normally the tests are to be administered during the first two weeks in October. This first year, however, since it may not be possible to arrange a testing program of this scope on such short notice, the tests may be administered at any time during the month of October, or, in special instances, as soon after that as possible. All except the first grade materials are now on hand and will be shipped as soon as the enclosed order forms are received. The first grade materials, however, cannot be obtained until the funds appropriated under the Act are available.

To facilitate the ordering procedure, multiple copies of the test order forms are enclosed. You may wish to distribute these forms to the principals of the schools in your system so that they can order the test materials directly from the Department according to the directions on the reverse side of the order form. Additional copies are available upon request or may be duplicated locally. If this ordering procedure is used, care should be exercised to make sure that each school completes and sends in an order form.

Many schools have placed orders for the third and sixth grade elementary school test materials and are expecting delivery during the first two weeks of September. To date only the sixth grade science and social studies test materials have been shipped. *To avoid confusion in the ordering process for this testing program, the previous orders for third and sixth grade reading and arithmetic test materials will not be filled.* This order form supersedes any prior order a school may have placed for these materials.

The staff of the Department have tried and are trying in every way possible to reduce the local school administrative burden created by the need for immediate action to take advantage of the opportunities provided by the Elementary and Secondary Education Act. Even though most of the tests in this pupil evaluation program are already in use by over 50% of the schools of the State, we realize the initiation of this program at this time may nevertheless cause disruptions and disarrangements in the established routine of your regularly scheduled testing programs. However, we have no choice but to ask for your wholehearted cooperation and understanding. If you would like more information, or if we can be of assistance in any way, please let us know. Call or write to Victor A. Taber, Chief of the Bureau of Test Development, Area Code 518, GR 4-5902.

WALTER CREWSON,
Associate Commissioner.

THE UNIVERSITY OF THE STATE OF NEW YORK,

Albany, New York 12224, April 1966.

To: City, Village and Diocesan Superintendents, District Principals and Headmasters of Private Schools
From: Walter Crewson

PUPIL EVALUATION PROGRAM, FALL 1966

I would like to thank you personally for the splendid way in which you arranged for the administration of the Pupil Evaluation Program tests last fall and for the promptness with which you reported the results to us. I am sure you had many difficulties to overcome in initiating this testing program on such short notice. We too had our share of difficulties; and we hope our reports, although long overdue, have furnished you with baseline data and other information which will be useful not only this year but also in the years ahead.

Next fall's testing program is described on the enclosed sheet. The tests are the same as those used last fall. Detailed information for ordering the materials is given on the reverse side of the enclosed order forms. I think the simplest procedure would be for you to have each school under your supervision order its own materials directly from us. Additional copies of the order form are available if you need them. Since we want to get an early start on packing and shipping, may I ask you to have your schools send us their orders by June 1, or as soon after that as possible.

You will notice that the order form provides you with a choice of three different machine scorable answer sheets and also a choice of dates when you would like to have the materials shipped. Two other modifications in procedures are described under exemptions 1 and 2 on the reverse side of the order form. Exemption 1 indicates that pupils in CRMD classes and those with serious physical or emotional handicaps are excused from taking any of the tests in this program. Exemption 2 indicates that ninth grade pupils who are expecting to take Regents examinations in business arithmetic or mathematics or in comprehensive English may also be excused from taking the ninth grade minimum competence test in arithmetic and/or English. We will, of course, be asking for the number of pupils exempted in each category in order to have a complete inventory on which to base normative information. This change in procedure should lighten considerably the burden of this program on principals in schools with ninth grade classes. Of course, if a principal wishes to have all pupils take either or both of the ninth grade tests, we will be happy to process the results.

Because of the late start of last year's program it was necessary to make many concessions in the scheduling of testing dates. In some cases, these concessions seriously impaired the usefulness of the test results. *We must ask you, therefore, to administer without exception the first grade readiness tests during the last three weeks of September (September 12–30, inclusive); and the third, sixth, and ninth grade tests during the first two weeks in October (October 3–14, inclusive).* These administration dates are a most crucial part of this testing program; and I hope you will insist upon adherence to them. Also, I hope you will emphasize that the tests should be administered exactly as the directions in the test manuals indicate. The first grade readiness test, for example, should be administered over a period of several days to small groups of pupils with appropriate rest periods between subtests.

All other plans for the program are the same as those for last fall. The tests are to be scored by the schools so that the results for individual pupils will be immediately available to the teachers. (Scoring services for these tests, incidentally, is an allowable expense under any ESEA Title I project.) The same type of form for reporting the raw score distributions will be used. We hope you can set a firm deadline of November 21 as the date when all reports are to be sent to us. If you can do this, we will be able to provide you with copies of the summary and analysis reports in January.

We are depending on you for the same good cooperation this year that you gave us last year. We shall try to make every arrangement and procedure as convenient for you and your staff as possible. If you would like more information or if you have any questions about the program, please whone or write to Victor A. Taber, Director of the Division of Educational Testing, area code 518, GR 4-5902.

WALTER CREWSON,
Associate Commissioner.

Exhibit No. 12

RESEARCH DEPARTMENT, CITY SCHOOL DISTRICT, SYRACUSE, NEW YORK

11 August 1966

RESEARCH REPORT #23-66, STUDY OF THE EFFECT OF INTEGRATION—WASHINGTON IRVING AND HOST PUPILS

A. *Purpose*

1. To compare reading achievement from the fall of 1965 to the spring of 1966 of pupils in Croton Elementary School with the pupils bused from Washington Irving Elementary School to other city schools.

2. To compare 1965–66 reading achievement of host pupils in four elementary schools with reading achievement of previous classes in those schools.

B. *Procedures and Results*

1. All fourth grade pupils in Croton, Elmwood, Salem Hyde, Meachem, Porter, and Powlesland Elementary Schools were administered the Stanford Reading Achievement Test in September, 1965 and an alternate form of the same test in May, 1966. Among these pupils were thirty bused from the Washington Irving area. The purpose of the testing was to compare the mean reading achievement growth of the bused pupils with Croton pupils. Two methods of grouping Croton pupils were used; statistically significant differences were found between experimental and control groups for both methods.

2. I.Q. data were available for 24 of the bused pupils. 24 pupils from Croton were matched with bused pupils on the basis of sex, chronological age, and I.Q. (see table II). A t test of statistical significance was used to determine whether or not the group differences in mean achievement could be attributed to chance. Following is a summary of the learning ability and achievement test data for the bused and matching groups:

TABLE I.—*Lorge-Thorndike Intelligence Test and Stanford Reading Achievement Test Data for Two Matched Groups*

	N	Mean I.Q.	Sept., 1965 Mean Achievement, Gr. Equivalent Scores	May, 1966 Mean Achievement, Gr. Equivalent Scores	Mean Growth in Months	t
Bused	24	*93.21	3.45	4.37	9.2	**2.59
Matched Control	24	*94.83	3.43	3.83	4.0	

*From September, 1964 data.

**Statistical tests were used to ascertain a) that no statistically significant difference existed between the groups' mean I.Q. scores b) that no statistically significant differences existed between mean reading achievement scores at the time of fall testing, and (c) that a statistically significant difference existed between mean reading achievement test scores in the spring.

TABLE II.—*Test Results for Experimental and Control Groups Matched on Sex, Chronological Age, and Intelligence Quotient Variables*

EXPERIMENTAL GROUP (BUSED)							CONTROL GROUP (CROTON)						
PUPIL	SEX	CHRONOLOGICAL AGE (in years & months)	I.Q.	PRETEST RESULTS	POST TEST RESULTS	READING GROWTH IN MONTHS	PUPIL	SEX	CHRONOLOGICAL AGE (in years & months)	I.Q.	PRETEST RESULTS	POST TEST RESULTS	READING GROWTH IN MONTHS
1	M	8-0	95	2.9	4.7	18	1	M	8-1	105	4.3	4.7	4
2	M	8-1	97	3.5	5.3	18	2	M	8-2	104	4.5	5.0	5
3	M	8-8	82	2.5	4.1	16	3	M	8-11	83	2.9	2.8	–1
4	F	8-9	101	3.6	5.2	16	4	F	8-8	111	3.3	3.6	3
5	M	8-9	107	5.0	6.5	15	5	M	8-10	104	3.6	4.1	5
6	F	8-4	95	3.2	4.6	14	6	F	8-2	95	4.1	4.3	2
7	F	8-4	97	2.7	4.0	13	7	F	8-4	101	3.7	4.3	6
8	F	7-11	95	3.3	4.6	13	8	F	8-1	92	3.6	3.9	3
9	F	8-3	95	3.3	4.5	12	9	F	8-3	95	3.4	4.3	9
10	F	9-9	73	2.5	3.7	12	10	F	9-9	79	2.7	3.5	8
11	F	9-0	97	3.8	4.9	11	11	F	9-1	95	3.1	3.6	5
12	M	8-2	97	3.5	4.4	9	12	M	8-4	99	3.1	4.1	10
13	F	7-9	92	4.1	4.9	8	13	F	7-10	91	4.0	3.7	–3
14	F	8-1	88	3.2	3.9	7	14	F	8-0	87	4.2	4.8	6
15	F	7-10	84	4.4	5.1	7	15	F	7-10	86	2.9	3.4	5
16	F	8-9	85	3.5	4.1	6	16	F	8-5	90	2.4	2.8	4
17	F	9-2	96	3.4	4.0	6	17	F	9-4	95	4.0	4.1	1
18	F	8-8	91	4.1	4.7	6	18	F	8-10	91	2.6	2.9	3
19	M	8-8	99	4.3	4.8	5	19	M	8-7	101	2.1	2.7	6
20	F	8-0	106	3.5	4.0	5	20	F	7-11	106	4.1	3.9	–2
21	F	9-4	82	3.0	3.2	2	21	F	9-6	82	3.2	3.6	4
22	F	8-2	99	4.1	4.2	1	22	F	8-4	101	3.7	4.3	6
23	M	9-5	86	2.4	2.4	0	23	M	9-4	84	2.7	3.0	3
24	M	8-11	98	3.1	3.0	–1	24	M	8-11	99	4.1	4.6	5

For this particular test, the assumption must be made that the matched pupils are randomly assigned to one or the other group. This was actually not controllable because where pupils lived was the factor which placed them in one group or the other.

Assuming the two groups tested are from a common, normally distributed population—i.e. culturally disadvantaged, predominantly Negro, etc.—we may infer that much of the significant difference in post-test reading achievement scores is attributable to Washington Irving's pupils' integration into other schools.

3. Another series of statistical tests was run comparing the reading achievement of all thirty of the bused children with a larger, unmatched group of Croton fourth grade pupils. The 87 Croton pupils were chosen because I.Q. data, as well as fall and spring test data, were available for them. Because I.Q. data were not available for six of the thirty bused pupils, the design was changed and only achievement test data for the 87 pupils were used.

TABLE III.—*Stanford Reading Achievement Test Data for 30 Bused Pupils and 87 Control Group Children*

N	Sept., 1965 Mean Reading Achieve. Gr. Equivalent Scores	May, 1966 Mean Reading Achieve. Gr. Equivalent Scores	Mean Growth in Months
30	3.59	4.443	8.53
87	3.337	3.754	4.17

In this case, random sampling of pupils was assumed, and the simple analysis of variance was used as the statistical test of the hypothesis that the two groups were from a common, normal population. No statistically significant difference was found between the fall mean reading achievement scores for the two groups.

TABLE IV.—*Summary of the Analysis of Variance of Spring Test Scores for Fourth Grade Pupils Bused From Washington Irving Area and Fourth Grade Pupils Attending Croton School*

SOURCE OF VARIATION	SUM OF SQUARES	d	MEAN SQUARE	f
Between Groups	10.60	1	10.60	*16.97
Within Groups	71.81	115	.6244	
Total	82.41	116		

*Statistically significant at the .01 level.

The test of significance leads us to infer that the difference between the two groups at the time of spring testing would be due to chance only once in a hundred such testings. However, the statistic could be significant even though there might be no association between integration and reading achievement.

Another statistical test was made to determine the estimated degree to which integration was related to reading achievement in this study. The test showed that there is a positive relationship between the one year of integration and reading growth for the year as measured by the Stanford Reading Achievement Test.

4. While the evidence previously shown is very encouraging, after two years of busing from Croton to Edward Smith School, third grade pupils have not made significantly greater achievement gains than pupils remaining in Croton School. This might tend to limit the generalizations which can be made from the study of Washington Irving pupils.

5. Stanford Reading Achievement Test results were examined for evidence that the bused children have influenced the neighborhood children's reading achievement. Following is a four year summary of median grade equivalent

scores and median growth in months between fourth and fifth grade testing in the receiving schools involved in this study.

TABLE V.—*Summary of Stanford Reading Achievement Test Median Grade Equivalent Scores for Classes Tested at Grades Four and Five in Receiving Schools, Compared With Results of Fall and Spring Testing, 1965–66, Grade Four*

Years	N	Median Grade Equivalent as 4th Gr. Pupils (Fall)	N	Median Grade Equivalent as 4th Gr. Pupils (Spring)	N	Median Grade Equivalent as 5th Gr. Pupils (Fall)	Median Growth in Months
ELMWOOD:							
1961-1962	56	4.2	--------	--------	--------	*—	—
1962-1963	30	4.5	--------	--------	32	5.8	13
1963-1964	68	4.6	--------	--------	65	5.5	9
1964-1965	65	4.2	--------	--------	61	5.6	14
1965-1966	81	**4.3	72	**5.6	--------	--------	13
SALEM HYDE:							
1961-1962	100	5.1	--------	--------	96	5.8	7
1962-1963	78	4.9	--------	--------	75	6.1	12
1963-1964	75	5.2	--------	--------	84	6.0	8
1964-1965	86	4.9	--------	--------	89	6.2	13
1965-1966	74	**5.0	72	*6.2	--------	--------	12
MEACHEM:							
1961-1962	30	5.6	--------	--------	61	6.6	10
1962-1963	49	4.8	--------	--------	53	5.9	11
1963-1964	56	5.2	--------	--------	62	6.4	12
1964-1965	61	4.7	--------	--------	48	5.5	8
1965-1966	44	**5.2	40	**6.1	--------	--------	9
PORTER:							
1961-1962	27	5.7	--------	--------	--------	*—	—
1962-1963	--------	*—	--------	--------	54	5.6	—
1963-1964	36	4.3	--------	--------	45	4.7	4
1964-1965	60	4.0	--------	--------	61	5.0	10
1965	66	**4.1	57	**5.0	--------	--------	9

*In each of these tables, the dash indicates that, because of some kind of special testing, Stanford Reading Achievement Test data are unavailable for that particular grade in that year.

**In each of these tables, no bused pupils are included in this figure.

Powlesland School is not included because it became an elementary school in the fall of 1965.

6. It is recommended that a similar study be made during the 1966–67 school year, both for the pupils bused to Edward Smith from Croton School and for pupils bused from the Washington Irving area. While the study might be expanded to include more pupils in other grades, the only logical control group exists at Croton School, where much testing and data gathering is being done. A great deal of time lost from classroom instruction for these purposes could become a factor in the quality of education at Croton.

Conclusions:

1. The average reading achievement of fourth grade pupils from the Washington Irving area as measured by the Stanford Reading Achievement Test was significantly higher in the spring of 1966 than was the average reading achievement of Croton fourth grade pupils, even though there was no difference in reading achievement between the groups in fall, 1965.

2. A positive association between integration and the reading achievement of bused pupils exists.

3. Tentatively, the reading achievement of the host children suffered no deleterious effects because of the bused children.

Exhibit No. 13

RESEARCH DEPARTMENT, CITY SCHOOL DISTRICT, SYRACUSE, NEW YORK

RESEARCH REPORT #22-66, STUDY OF THE EFFECT OF INTEGRATION—CROTON AND EDWARD SMITH ELEMENTARY SCHOOL PUPILS

A. Purpose

1. To compare achievement of pupils bused from Croton Elementary School to Edward Smith Elementary School from the fall of 1964 to the spring of 1966 with achievement of pupils remaining at Croton School.

2. To compare reading achievement of host pupils in Edward Smith Elementary School since the busing of Croton pupils began with reading achievement of previous classes in Edward Smith Elementary School.

B. Procedure and Results

1. The following data summarize procedures and the achievement test pre and post-test data, comparing bused children with children remaining in Croton School:

a. Two control groups were selected from pupils remaining at Croton School for the original study by the Youth Development Center. The groups consisted of 1) pupils whose parents requested the transfer but who were not transferred, and 2) pupils whose parents refused transfer outright. Statistical tests showed no statistically significant difference among groups in learning abiliy as measured by the Lorge-Thorndike Intelligence Test nor in initial achievement level, fall, 1964, as measured by the Stanford Achievement Battery sub-tests. The bused pupils' mean achievement growth was then compared with the mean achievement growth of each of these control groups for several sub-tests of the achievement battery. The sub-tests measured vocabulary skills, skills in reading for paragraph meaning, word study skills, and arithmetic skills. Simple analysis of variance was the statistical test used. No statistically significant difference in mean growth was found when the bused group was compared with groups remaining in Croton School.

Mean Growth by Stanford Achievement Battery Sub-Test in Months—
Fall 1964–Spring 1966

Group	Vocabulary	Paragraph Meaning	Word Study Skills	Arithmetic*
Bused Requested	15.6, N=13	12.5, N=13	9.3, N=13	12.7, N=13
Transfer	13.3, N=12	15.7, N=11	9.0, N=14	12.1, N=14
Refused Transfer	13.2, N=14	12.2, N=13	9.1, N=15	9.6, N=14

*Average of Arithmetic Computation and Arithmetic Concepts.

b. Another group was chosen from pupils remaining at Croton. The group was not randomly selected, but selected to match the individual bused children on the variables of sex, chronological age, and I.Q. One bused pupil was removed from the distribution because no I.Q. data was available for him. The only resulting change in mean growth was for the paragraph meaning sub-test. A t test for matched pairs was used as the statistical test. No statistically significant difference in mean growth was found when the bused group was compared with the group in Croton School.

Mean Growth by Stanford Achievement Battery Sub-Test in Months—
Fall 1964–Spring 1966

Group	Vocabulary	Paragraph Meaning	Word Study Skills	Arithmetic*
Bused	15.6, N=13	11.4, N=12	9.3, N=13	12.7, N=13
Matched	15.8, N=13	11.4, N=12	6.9, N=13	10.4, N=13

*Average of Arithmetic Computation and Arithmetic Concepts.

2. Our standardized test program data was examined for evidence that the bused children have influenced the neighborhood children's achievement.

The Stanford Reading Achievement Test is administered each fall to grades 3, 4, and 5, city-wide. The following is a summary of median grade equivalent scores and median growth in months between third and fourth grade testing for the past few years at Edward Smith School. The symbl N_t stands for total number tested; N_b stands for the number of bused children included in the total.

Years	N_t	N_b	Third Grade Pupils	N_t	N_b	Fourth Grade Pupils	Median Growth in months
Fall 1961–Fall 1962	136	--------	4.2	129	--------	5.4	12.0
Fall 1962–Fall 1963	125	--------	4.1	131	--------	5.4	13.0
Fall 1963–Fall 1964	122	--------	3.9	123	--------	5.6	17.0
*Fall 1964–Fall 1965	138	15	**3.6	127	8	5.6	20.0
Fall 1965	122	14	3.9	--------	--------	--------	--------

*Busing started, Grades 1, 2, and 3.

**Not directly comparable with the other given grade equivalents since the test was a sub-test of the Stanford Achievement Battery rather than the Stanford Reading Achievement Test. The latter would probably have yielded a slightly higher median resulting in fewer months growth.

Conclusions:

1. Children bused from Croton to Edward Smith School have not gained significantly more than children remaining at Croton School in achievement as measured by the Stanford Achievement Battery between fall, 1964, and spring, 1966.

2. Tentatively, the reading achievement, as measured by the Stanford Reading Achievement Test, of host children at Edward Smith School has suffered no deleterious effect because of the bused children.

RONALD D. AYER,
Assistant Director of Research.

Exhibit No. 14

SYRACUSE COMMITTEE FOR INTEGRATED EDUCATION,
317 Deforest Rd., Syracuse, N.Y., September 3, 1966.

MR. HOWARD GLICKSTEIN,
Office of the Commissioner of Education,
Office of Education,
Washington, D.C.

DEAR MR. GLICKSTEIN, We would like to submit the following material to the School Integration Hearings to be held in Rochester, New York during the month of September 1966.

This is a study of Syracuse School Integration to be published in the October edition of the magazine *Event*. It originated from material written for the use of N.A.A.C.P. lawyers in the complaint action taken by the Croton School parents to Commissioner Allen of the New York State Department of Education.

Thank you,

MARY O. COOPER,
Syracuse Committee for Integrated Education.

EDUCATION AND INTEGRATION IN SYRACUSE

A STUDY PREPARED FOR THE SYRACUSE COMMITTEE FOR INTEGRATED EDUCATION
BY HILDA R. ROSENFELD, JOYCE I. ROSS, MITZI O. COOPER

August, 1966

What They've Said About Syracuse Schools

1. Chamber of Commerce, April 29, 1965:

". . . unanimously voted approval of School Superintendent Franklyn S. Barry's integration plan (as proposed April 13, 1965) . . . voted to support the plan as an important first step to improve the educational program and improve racial balance in city schools . . . the problem of racial imbalance and unequal educational opportunity was a community problem and therefore the business community has an interest in it." (*Herald Journal*, April 30, 1965.)

2. Mayor William F. Walsh:

"The goal of quality education in an atmosphere which will allow each child to find knowledge and enlarge his talents is an aim worthy of us all. Let all children, Negro and white, feel welcome and at home in our classrooms." (News Quote, *Herald Journal*, September, 1965.)

3. Croton Parents:

"We're for quality integration education. The white community must share in the responsibility of overcoming the segregation it has created." (*Post Standard*, May 8, 1966.)

4. Human Rights Commission for Syracuse and Onondaga County:

'Perpetuation of de facto segregated schools, white or Negro, impairs the chances for all of today's children to be prepared for the world they will function in as adults." (*Post Standard*, June 16, 1966.)

5. Dr. Franklyn S. Barry:

"Segregated schools don't seem to perform. Integration and education seem to go together, provided the attitudes of the participants are not hostile." (Syracuse *Herald American*, July 10, 1966.)

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SECTION I: THE CITY, THE INNER CITY, THE PROBLEMS

Mid-August of 1966, twelve years after school integration was ordered by the Supreme Court of the United States, finds the city of Syracuse drifting almost planless—some of its schools desegregated (but most not truly integrated), with one elementary school of 1,200 children 99% racially imbalanced and 4 others rapidly nearing that status. The Superintendent of Schools and Board of Education talk of a campus plan for 5 or more years in the future, but in the face of community opposition to an interim cross-busing plan offered by the Education Committee of the New York State Commission for Human Rights, have instead called for white volunteers to correct racial imbalance until campus type schools are built, if indeed they ever are. School administrators would like to close inner city schools now and "bus out" Negro children if sufficient vacancies existed; since they do not exist and since compulsory busing of white students is considered by them to be impossible, the community is faced with an abdication of constructive leadership. In this vacuum, an ugly, divisive spirit grows apace.

Confident that citizens, if informed, can deal with this problem so as to secure quality integration education for all Syracuse chidren, the Syracuse Committee for Integrated Education has made a study of many of the aspects of the problem by drawing together facts of which the average citizen is not aware. We present them in the hope that clearer knowledge of the situation will spur Syracusans to constructive action in obtaining an educational plan which moves forward to meet the times and does not vacillate in anguished confusion, to the grave detriment of the city's children and its future.

We propose to give Syracusans a chance to study relevant data about the "inner city" and to get a glimpse of what its schools and those attending them are like.

We propose to give Syracusans a look at the facts and figures of educational costs in the City; where the money comes from, where, and how it is spent, and how these policies compare with those in effect in other school systems in Onondaga County.

We also propose to examine the history of the attempts of the educational leaders of the Syracuse School System to comply with the 1954 Supreme Court edict on integration of schools.

In addition, we propose to examine here the quality of education in general provided by the City of Syracuse for its youngsters, and specifically that which is offered to children now attending Croton. Such examination is relevant to the discussion of integrated quality education at Croton School because of the following important factors:

1. Statements by members of the Board of Education and City School District Staff that immediate integration at Croton, which would of necessity involve cross-busing, will increase the flight of the middle class to suburbia and will consequently do irreparable damage to the city.
2. Statements made by members of the Board of Education and City School District Staff that the image of Croton is such that white children who are bused into Croton would have their education impaired.
3. S. M. Miller's statement that "Our studies in Syracuse and integration elsewhere show that the overwhelming majority of those who drop out are capable of doing high school work (as measured by the notoriously hide-bound I.Q. tests.)" [138]
4. The Gross and Miller statement that: "An adequate definition of the economics of a family would include 1) current income including covert as well as manifest forms of income; 2) assets, specifically the accumulation of relevant benefits for individuals as they are; 3) access to public and private services—quantity and quality of schools, medical service, recreation areas, and the like, that are available." [139]
5. Wilhelm and Powell, who say that "We can anticipate a continued growth in inequality for the Negro unless his educational level advances greatly and unless market forces cease to play a central role in determining his place in American society." [140]

It is evident that there has in fact been a potentially damaging flight of the middle class to the suburbs. However, we contend that this flight preceded the issue of cross-busing, and is in fact part of the historical development of urban areas. Since the early development of cities, there has been movement away from the core of the cities to outlying areas. Until recent times one could move out and yet remain within the geographic limits of the city. Consequently, there was no loss of the middle class—merely a relocation. In more recent years, moving out has meant moving physically out of the city. Syracuse experienced a net loss of population of 2% for the period 1950–1960. Even more significant, during this period there was an outward migration of 12% of the white middle class persons and an inward migration of 10% of Negroes of low socio-economic class.[141] This, let us repeat, preceded any discussion of plans which might entail cross-busing. Add to this the fact that large numbers of wage earners in the 18–24 and 45–64 age group constituted the 12% outward migration, which is a significant loss in the wage-earning population.

Comparison of income for that same period indicates that mean income in Syracuse rose an average of $2,776 against $3,232 for the county. In 1950, average family income in Syracuse was $12.00 higher than that of the county, but by 1960, Syracuse average family income was $444.00 below the county. In 1965, nearly all of the 4,100 school children from families in Onondaga County with less than $3,000 annual income were within the city.[142] The problem becomes even greater when we consider that a good proportion of these children (approximately 1,200) attend the Croton School and as a result of admittedly inadequate education these are becoming locked into their low socio-economic state.

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[138] S. M. Miller, *School Drop Outs and American Society,* Syracuse University Youth Development Center, November 7, 1963.

[139] Bertram Gross and S. M. Miller.

[140] Sidney Wilhelm and Elwin H. Powell, "Who Needs the Negro?" *Transaction,* Vol. I, September-October, 1964.

[141] Allen Campbell, *The Negro in Syracuse,* Papers on Adult Education #30, University College, 1964.

[142] William Waysen "Good Schools, Property Value and Urban Flight," *Event,* Fall, 1965, published by University College.

In February of 1964, the then Mayor's Commission for Youth prepared and published a demographic study of the city in general and what they refer to as the target areas in particular.[143] The target areas of that report cover three geographic areas within the inner city: The East Side section, the Tallman area, and the West Side area. This report is also concerned with the inner city because it is within this area that almost all of the city's Negroes reside—some 13,000 men, women, and children.[144] It is significant to note that the total population of Syracuse is approximately 216,000, of whom 30,240 are "poor." [145]

In the decade, 1940–1950, the population of the Negro community increased by 120.3%; from 1950–1960 it increased 144.4%.[146] In 1960, it was estimated that 87.9% of the Negro males and 86.3% of the Negro females who were employed had blue collar jobs, 54% of whom earned less than $3,000 per year, and 85% of whom earned less than $4,000 per year.[147] The Negro with a mean age of 22.2 years earned a mean income of $2,566 per year.[148]

It is worth noting that in 1962, the East Side area had a juvenile delinquency rate of 90+ per 1,000, the highest in the city, and that over 10% of the juveniles living in that area had or would have police contacts in a single year.[149] According to 1965 figures, the infant mortality rate (1–27 days) in this inner city area is 36.8% per 1,000 as compared to an all-city total of 23.6.[150] Over sixty percent of the city's welfare cases reside here.[151] Dr. Charles Willie's study indicates that within these same census tracts lies the highest percentage of dilapidated and substandard housing within the city—54.5%.[152] Rents in this crowded, often unsound, housing hover around the median of $73.00 per month. In the city of Syracuse, where 82.6% of the housing rates as "sound," median rents are $81.30—only $8.00 more.[153]

Who is the average child attending Croton School? What is he like? What are his aspirations and hopes? A profile of this child shows a youngster who is Negro, nine out of ten of whose classmates are also Negro, who lives in either federally subsidized public housing or substandard private housing, who comes from a family with an average income below that of the $3,000 poverty datum line, who has himself been involved with the police, or has a friend or young relative who has been involved; and the probability is better than 50% that he is one grade level or more behind grade placement in both achievement and assessed ability.[154] One might also add that, in the past, by the time children reached high school many had learned to be apathetic about academic learning.[155] The probability of this youngster's completing high school is slight—and this is substantiated by the fact that in June, 1965, there were only 54 Negro high school graduates throughout the city and in 1966 about 100.[156] In 1960, of the 76 students completing 9th grade at Madison, only 31 were actually known to have entered 10th grade.[157] In March, 1965, 17.7% of the Syracuse elementary school population was Negro; 13.2% of the junior high school population was Negro; 6.8% of the high school population was Negro.[158]

Integration, however, is not synonymous with desegregation; nor is it the simple numerical balance of black and white in the classroom. Integration is a process, not an act. Such intangible factors as method of achieving racial balance, preparation or orientation of teachers who must meet new situations, preparation of parents and children of both races, scrupulous attention to provision of supportive services and careful observation and evaluation, are all integral, vital parts of the process. It is incomplete when any one of them is lacking or neglected, and irreparable harm may be done to the children concerned and to the fabric of community life unless school officials plan, execute, support and evaluate the whole process with great care and skill. Without such firm constructive school leadership, a vacuum appears in the community in which citizens swing from one angry extreme to another. If they are not adequately prepared to recognize and meet the responsibilities of achieving excellent education for all youths, the educational leadership of the community has failed.

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[143] The Mayor's Commission for Youth: *The Community Setting,* Feb. 3, 1964.

[144] Frank T. Wood, *The Negro Employee in Syracuse,* January, 1963.

[145] 1960 Census, and the Office of Economic Opportunity guideline for poverty of less than $3000 annual income for a family of four.

[146] Frank T. Wood, *op. cit.*

[147] *Ibid.*

[148] *Ibid.*

[149] Robert H. Hardt and George E. Bodine, "A Delinquency Profile of Syracuse and Onondaga County, 1961," Syracuse University Youth Development Center, 1962.

[150] Syracuse Department of Health statistics. Annual Report, 1965.

[151] Data released by the Onondaga County Department of Social Welfare, early 1966.

[152] C. V. Willie and M. O. Wagenfeld, "Socio-Economic and Ethnic Areas, Syracuse and Onondaga County, New York, 1960."

[153] *Ibid.*

What are the qualities of excellent integrated education, especially as they relate to the inner city schools? The Syracuse School system itself has answered this question.

In the school system's *Analysis and Proposals for the Madison Area Educational Program*,[159] we are told,

> "It would seem that there are two major objectives for students in a school serving such a community (Madison Area): One, to make possible the upward mobility of those students who can develop the ability and motivation to aspire to a different status; two, to provide optimal opportunity for continued growth for those students whose socio-economic status may not change, but whose lives can become richer, deeper, more enjoyable and more productive to their society."

Other qualities emerge in statements of the concerned educators of the nation. The following was a resolution passed by the American Federation of Teachers in August, 1964:

> "The AFT calls upon all its locals to work for the immediate end of de facto segregation in all schools and uphold our traditional policy of insisting upon adequacy and equality of educational facilities, instructional materials, related services and qualifications of professional staff to all purpose without discrimination." [160]

A resolution passed by the National Education Association in 1962 reads:

> "It is of the highest importance that the American people take steps to combat these problems (low achievement, drop out, delinquency, disease, and segregation) at their roots. Public schools of good quality, universally available to all Americans, are the greatest single hope." [161]

When measured against such standards, the unhappy fact is that statistics show that:

Education in Syracuse is not serving the total community.

Education in Syracuse is not providing the accepted avenue to adult status for all populations.

The symptoms of this grave failure for Croton and other inner city school children are to be found in:

1. Dropouts
2. High Delinquency Rate
3. Reading retardation
4. Low Achievement

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[154] A Study Staff of the School of Education in cooperation with the Bureau of School Services and the Youth Development Center, *Analysis and Proposals for the Madison Area Educational Program*, June, 1961.

[155] *Ibid.*

[156] *Post Standard*, June 22, 1966.

[157] *Analysis and Proposals for the Madison Area Educational Program, op. cit.*

[158] *Ibid.*

[159] A Study Staff of the School of Education in Cooperation with the Bureau of School Service and the Youth Development Center of Syracuse University, *Analysis and Proposals for the Madison Area Educational Program*, June, 1961.

[160] *Educational Research Survey*, published by the National Education Association, Circular No. 2, February, 1963.

[161] *Educational Research Survey*, Ibid.

[162] Research Memorandum, Youth Development Center, Oct. 31, 1963. S. M. Miller and B. Saleem.

A shocking "yardstick" for Syracuse exists in a summary of tabulations by S. M. Miller and Betty Saleem.[162] These indicate:

Dropouts

1. That over 40% of the dropouts are concentrated in the lowest socio-economic area of Syracuse whereas only 4% come from the highest socio-economic area. Although the lower income dropouts represent only 23% of the city population, they produce 41% of the dropouts.

2. A higher proportion of low income dropouts leave school before reaching the ninth grade. Nearly 20% of the low income dropouts leave in the seventh to eighth grades. Less than 7% of the highest income dropouts leave at this grade level.

3. In just one year, 1960, 215 students dropped out of school in the inner city area.[163]

There is a direct correlation between the rate of school dropouts and the socio-economic background of those who do drop out. It is correct to say that this has always been so; however, with increasing automation and technological advances the matter has ceased to be a question of individual fulfillment and has become a problem with broad social implications. It becomes increasingly evident that a community can have a labor storage while simultaneously experiencing a high rate of unemployment. This certainly applies to the city of Syracuse. The disadvantaged youth in particular who leaves school is heading down a dead-end street.

Delinquency

Among the most telling statistics are data compiled by the Youth Development Center which point out that the highest delinquency rates are reported in the lowest socio-economic areas.

> "1. In the lowest socio-economic area one out of ten juveniles was apprehended. In the residual area only one out of 50 juveniles had a police contact."[164]

Daniel Schreiber made a significant observation when he said, "If both the dropout and the delinquent occur predominantly among the lower classes and there is seldom pathology present in delinquency cases, then the school is indeed the central focus of hope for solution or at least ameliorization of both problems.[165]

Miller and Saleem feel that this problem is particularly noteworthy in Syracuse because the lower income area is expanding as result of urban renewal and urban relocation.

Reading Retardation

This is perhaps the most relevant indicator of a school's failure to educate. In the final analysis, "output" of any given endeavor reveals both quantity and quality of "input". Syracuse inner city schools have consistently produced children who are unable to read at the norm established for their grade levels. Our inner city schools have consistently produced children who fall farther and farther behind their middle class counterparts with each succeeding year.

Data for the years 1957, 1960, and 1961 for grades 3, 4 and 6 indicate that inner city school children scored below grade on the Stanford Reading Achievement Test while middle class children scored above grade level. In grade 9, the lower income group performed in the 20th percenetile; the high income group in the 76th percentile. Data for 1965, released by the City School District, and using the same test, reveals that this pattern continues to exist.

Miller and Saleem hold that, "Reading is perhaps the single most important prediction of future school success. Children who are unable to perform adequately in this skill area frequently become frustrated and tend to develop self-images and attitudes towards the school which are unproductive for the fullest realization of individual potential."[166]

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[163] Miller and Saleem, op. cit.

[164] *Research Memorandum*, Youth Development Center, op. cit.

[165] Daniel Schreiber, "Juvenile Delinquency and the School Dropout Problem," *Federal Probation Quarterly*, Syracuse Supreme Court Bldg., Washington 25, D.C., pps. 18, 19.

The problem soon becomes compounded. Children who fail to attain normal reading achievement soon find that they are unable to perform satisfactorily in other curricular areas such as science, social studies, etc. Inevitably the child is marked a total failure, and tragically, accepts this evaluation of himself. This youngster may be said to walk a predetermined path from school failure, to school dropout, to unemployment. The individual has lost, but so has society; we allow human resources to remain fallow.

Low Achievement

Composite scores on the Iowa Test of Achievement for grades 7, 8, and 9 for 1959–1962 revealed a pattern no different from that expressed in reading.

1. All of the schools in the target area performed below the city average.
2. The middle class schools performed well above the city-wide mean.

Another recent study indicates that conditions have not changed. In June of 1963, "A Survey of Croton and Washington Irving Elementary Schools of the City of Syracuse," was released. This study had been prepared by a study staff of the School of Education in cooperation with the Bureau of School Services at Syracuse University. Among its findings are the following statements:

> "School library facilities are inadequate"
>
> "Children should be grouped within classrooms"
>
> "As the situation now stands it is perfectly clear to teachers and survey team members alike that most of the children are not covering all the specified material to the required degree . . . other schools accepting Croton and Washington Irving children as transfers are not surprised if they find that these children do not measure up to the city scholastic standards."[167]

In that same study, the California Test of Mental Maturity reveals that the scores ranged from 64–143; the study shows that as the children advanced in their grades their I.Q.'s declined. At 6th grade the mean I.Q. was 92 as in comparison to 100 for the total population. There are some other interesting test results. Seventy-seven 6th graders at Croton were given the Iowa Test of Basic Skills; the national norm is 6.2; however, at Croton the means were 5.2 for vocabulary, 5.6 for reading, 5.6 for arithmetic, and 5.4 for work skills. Thirty-three percent of the children in the school had repeated one year, 13% repeated two or more years. None of this can be blamed, as is sometimes done, on the fact that there were large numbers of children who had attended Southern schools—only 9% had spent any time at all in a Southern school and, surprisingly, this 9% scored equal to or above the total group on both I.Q. and achievement tests.[168] If segregated Southern schools have been ruled inferior and less than equal, what then shall we say about Croton?

There are those who maintain that compensatory education is the means by which these children can be helped. We will establish later on in this report that compensatory education in a segregated environment failed to produce positive results, and that the Superintendent and his staff so informed the citizens of Syracuse.

SECTION II: THE UNMET NEEDS

Statistics show that the ghetto child usually remains frozen into his decaying community, fated to join the welfare rolls and become a statistic himself in his city's juvenile delinquency and adult crime rate. Education offers the surest way out of the ghetto's trap.

Unhappily, educational practices still keep doors closed even when legislation has unlocked them. Yet educators know what an important factor integration is in the educative process.

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[166] Miller and Saleem, *Research Memorandum*, op. cit.

[167] A Study Staff of the School of Education in Cooperation with the Bureau of School Services at Syracuse University, *A Survey of Croton and Washington Irving Elementary Schools of the City of Syracuse*, June, 1963. All scores quoted are derived from this study.

[168] *Ibid.*

Syracuse School Superintendent Franklyn Barry stated it well when he said, "The Board of Education in the Syracuse City School District is committed to a continuing effort to provide better education for all children in the city. It has concluded that the schools composed predominantly of one race or nationality hinder this effort . . ."[169]

Within the city of Syracuse education at its best is by many standards inadequate. For the Croton school child, receiving an education less than equal to that available to children elsewhere in the city, the results are even more traumatic. It is our contention that as long as Croton remains a segregated school, education will continue to be unequal. The educational system here, as well as throughout the city, is failing to fulfill its obligations.

Many factors contribute to the inadequacies of city schools. Striking among them is the point that education, like all commodities, has a fair market price; one gets exactly what one pays for. An article in the Syracuse *Herald Journal* of June 1, 1966, tells us that "Syracuse tax payers are paying lower tax rates to support city schools than are tax payers in 48 out of 60 upstate New York localities." The survey computed full value tax rates based on equalization rates determined by the New York State Board of Equalization and Assessments. For 1965–66, the actual rate for school purposes was $26.19 per assessed value, compared with $26.24 for 1964–65, a decrease of .05. In 1960, the Syracuse School District's share of the 2% limit of the five-year average assessed valuation of real property tax was 54%; in 1963, this figure declined to 51%; in 1965 to 50%.[170] The cost of everything is rising, but Syracuse spends less of its tax monies on education. The actual increase in school budget was provided by increased state aid. Nevertheless, in the ranking of the 17 towns and one city of Onondaga County, Syracuse ranked fourth from the bottom in per pupil operating costs within a range of $481.12 to $736.83. Syracuse even ranked below the average of $584.44 with a per pupil operating expense of $555.82. The figures for 1965 are equally dismal. "Not one book is being bought for grade-school libraries which are created today primarily through mothers' clubs, P.T.A. gifts, and teachers' persistence."[171]

A comparison of budget expenditures between the Syracuse City Schools and their nearest suburban neighbor reveals further reasons for the inadequacy of the former.

In the 1964 report prepared by the City County Office, the Metropolitan Development Association and the Syracuse Chamber of Commerce, we also get some of the figures which tell us why. Syracuse elementary schools had an enrollment of 18,168 children with 596 teachers: a ratio of 29.8 children per teacher. The towns had a total enrollment of 35,099 elementary school children with 1,636 teachers: a ratio of 21.4 children per teacher. The Department of Health, Education and Welfare in its 1965 report on "Conditions of Public Schools," indicates that on the elementary school level a desirable pupil teacher ratio is 25.1.

Operating costs in the towns ranged from a low of $481.12 to a high of $736.83. In the ranking of 17 towns and the one city, Syracuse ranked fourth from the bottom, with operating costs of $555.81, and does not even compare favorably with the average cost of $584.44.

We recognize that cities, including Syracuse, have problems not found in the towns; therefore, we were pleased to note that at the 1965 Conference of Large City Boards of Education of New York State, a recommendation was made that state aid be provided to cover the added costs of educating the culturally disadvantaged. Subsequently, the city received an additional $1,800,000 in state aid to meet the additional costs of educating children in densely populated urban areas. This money was incorporated into the total school budget and used to reduce local costs.

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[169] "Hi There," Questions on Busing. Pamphlet issued September, 1965, by Syracuse City Schools.

[170] From a letter to the Editor of the *Herald Journal* by Dr. Kenneth Gale, September 3, 1965.

[171] Editorial in the *Herald Journal*, January 19, 1966.

Comparison of Budgets: City of Syracuse and Jamesville Dewitt School Districts, 1965–1966 [172] [173]

	DEWITT	SYRACUSE	% DIFFERENCE SPENT BY SYRACUSE
TOTAL BUDGET	$3,203,713	$21,478,862	
PER PUPIL TOTAL COST	834	716	–14.12%
TOTAL OPERATING COST	2,799,938	19,912,362	
PER PUPIL OPERATING COST	729	669	– 8.20%
INSTRUCTION—REG. DAY SCHOOL	1,885,448	13,337,195	
PER PUPIL COST—INSTRUCTION REG. DAY SCHOOL	491	444	– 9.57%
PER PUPIL HEALTH SERVICES	10.63	9.55	–10.16%
PER PUPIL GUIDANCE	12.66	10.40	–19.94%
PER PUPIL INTERSCHOLASTIC ATHLETICS	7.40	1.90	–74.05%
PER PUPIL CURRICULUM DEVELOP.	9.49	2.59	–72.72%
PER PUPIL SCHOOL-COMMUNTY RELATIONS	.35	.26	–25.71%
PER PUPIL SUMMER SCHOOL	1.04	3.36	+323.00%

Professional standards indicate that for a school population of 30,300 we should be employing school psychologists at the ratio of 1:1,600—with a maximum of 1:5,000; we employ instead 3 for 30,300, or a ratio of 1:10,000. Our need is for from 6 to 18 psychologists. In the matter of guidance the professional standards call for a ratio of 1:300—while we employ 30 for a ratio of 1:1,000. But more important, inadequate as this figure is, only 3 are available on the elementary school level, a ratio of 1:6,000.[174]

Fortunately, or unfortunately, depending on how one views the situation, not everyone is able to flee to suburbia where the educational systems are considered better; certainly not the families of Croton School children where 54% of the families earn less than $2,000 per year.

SECTION III: HISTORY OF EDUCATIONAL PLANNING FOR DESEGREGATION AND INTEGRATION IN SYRACUSE

What does the record show about the manner in which Syracuse has worked at desegregation and integration? Cities which have had success at this process claim that among the most telling factors were careful preparation of the public and of the school personnel, and the provision of a number of supportive services. Efforts at desegregation have been made in Syracuse, but motion does not always imply progress. The pattern of the Syracuse School System from 1961 through 1966 has in fact been circular rather than forward moving. Plans have had a "stop gap," patchwork quality. Imbalanced schools have been dealt with individually and the solutions have had little or no built-in applicability to the other schools now at or approaching the imbalance line. Of the city's 31 elementary schools, one is at this writing 89.04% non-white, one is 52.80%; others reach 51.13%, 46.92%, and 32.25%.[175]

Madison Area Plan—1961–1964

In any discussion of the attempts of the Syracuse School System to desegregate city schools, a 1961–1964 staff project known as the Madison Area Plan crops up frequently. This plan, however, was not intended to correct racial imbalance. Its intent was to meet the needs of socio-economically disadvantaged children. Yet since the Plan dealt with compensatory education for those children who were later reassigned and bused out to predominantly white schools, a discussion of it is most relevant.

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[172] Jamesville Dewitt School Budget, 1965–1966.

[173] Budget of the City of Syracuse School District, New York, 196 , as proposed and presented to the Board of Estimates, September 10 ,1965.

[174] From a statement to the City Council by the Syracuse Committee for Integrated Education, October 11, 1965.

[175] Racial Distribution, Elementary School Population as Reported by Syracuse City School District, October, 1965. (See Appendix.)

In June, 1961, a study staff of the Syracuse University School of Education in cooperation with the Bureau of School Services and the Youth Development Center of Syracuse University published "Analysis and Proposals for the Madison Area Educational Program." This report acknowledged that the children attending schools in the inner city had special educational needs which were not being met by the traditional educational system. Most of the recommendations and proposals were later incorporated as part of the "Application to the Commissioner of Education for State Aid to Identify and Encourage Pupils from Culturally Deprived Groups in the School Section 3602, Subdivision 15, State Education Law 1961–1962.

The major problem dealt with was achievement retardation. As measured by the Iowa Test of Basic Skills, given city wide in the Fall of 1960, Madison Area children in the 7th, 8th, and 9th grades scored well below city levels. Seventh grade city-wide pupils averaged 7.60: Madison students scored 6.43. The 8th grade city level was 8.61; Madison's was 7.19. The gap widened by 9th grade: the city score was 9.24 and the Madison score 7.85. The same test showed that Madison students were working far below grade level, especially in the 9th grade.[176] Clearly, many of these junior high school pupils were not being delivered to city high schools capable of doing work on that level. The impact of this statement is strengthened by the fact that in 1966 there were only 100 Negro graduates throughout the city schools.[177]

In addition to low basic skill achievement (mathematics, reading, etc.) the mean I.Q. scores of Madison, Croton and Washington Irving students in grades 3, 6, and 9 demonstrated to be far lower than mean levels in the same grade city wide. In 1960, for example, the city-wide I.Q. mean for third graders was 103.7; for Croton it was 89.2; for Washington Irving 89.2, and for Madison 93.7. In grade 6, the city-wide score was 108.4; Croton level was 94.5 and Washington Irving was 96.0.[178]

The proposed budget to implement the program (of open enrollment at Madison for the year 1961–1962) called for the expenditure of a total of $56,360.00. The total estimated cost of the entire Madison area project was $186,711.00 for 1961–1962, of which $78,599.00 was to come from the Ford Foundation, $79,932.00 from the Syracuse Board of Education, and $28,180.00 from the New York State Department of Education.[179]

Those members of the community who were concerned with education in Syracuse were pleased and encouraged by the fact that problems had been identified, monies were to be provided, and potential solutions implemented. Among the additional services to be provided were 2 reading teachers, a community worker, 6 school social workers, a counselor, 3 group guidance teachers, a job placement coordinator, as well as special projects and field trips and additional supplies and equipment. One ingredient was lacking: the school environment remained a segregated one.

By the spring and summer of 1965, there was general agreement among the City School District staff and most members of the Board of Education that the Madison Area plan had not produced expected improvement in pupil academic achievement. "Officials justified closing of Madison and Washington Irving and busing of their pupils to 18 other schools by stating that disadvantaged pupils would be better motivated and learn better in high achieving schools." [180]

Prior to the spring of 1962, segregation per se was not viewed as a problem by the School System. In the spring, however, a Board plan to revise the boundary lines of Sumner, an elementary school near the inner city, to relieve overcrowding met with strong parent opposition and a charge that de facto segregation existed in the city schools. Local civil rights groups joined forces with the parents. Their protests, coupled with picketing and a September, 1962, boycott of Washington Irving forced the Board and the community to set up a committee under the auspices of the State Commission for Human Rights to study the charge.

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[176] *Analysis and Proposals for the Madison Area Educational Program*, June, 1961.
[177] *Post Standard*, June 22, 1966.
[178] *Analysis and Proposals for the Madison Area*, op. cit.
[179] Ibid.
[180] *Herald American*, July 25, 1965.

In June of 1963, two things happened: In Syracuse, the Education Committee reported that segregation did indeed exist in the schools, but as a part of city housing patterns rather than through Board policy; on a state level, the State Commissioner of Education issued a definition of school racial imbalance (a condition in which the schools' non-white population exceeds 50%) and called on all school districts to attend to any such conditions within their borders.

Thus stimulated, the Board directed the staff to outline steps for September, 1964, to relieve racial imbalance now clearly existent in several schools.

Open Enrollment—Voluntary Transfers—September 1964 to June 1965[181]

Under this plan, "about 450 youngsters were slated for reassignment, about half of them white junior high school pupils whose former school building was scheduled for conversion to serve the elementary grades only. These pupils were assigned to the city's one overwhelmingly Negro junior high, which was expected to be approximately half Negro and half white as a result. About 75 Negroes were redistricted from this school to a predominantly white one. About sixty children were to be transported by bus from their overcrowded, predominantly Negro elementary school to attend grades 1, 2 and 3 at a predominantly white school where there was room for them. Finally, the closing of another school building led to the redistricting of about 100 children, most of them Negro, to a second predominantly white elementary school. The high school situation was hardly at issue, since the construction of a fourth high school building permitted the city to be divided into approximately racially balanced quadrants.

This first step, on the elementary and junior high school levels, was a small and cautious venture that, despite its symbolic importance, would do little to reduce the number of non-whites attending the three predominantly Negro schools. Similarly, the influx of Negroes into white schools would be relatively slight. While the plan considered racial balance as a criterion for reassignment and redistricting, it gave precedence to other criteria, such as overcrowding, and it was presented to the public in that way.

When the plan went into effect in September, 1964, only about half of the scheduled pupil transfers actually took place. Most of the attrition occurred among the white youngsters assigned to the predominantly Negro junior high, a proposal that had stimulated the most community friction and opposition. In most cases, the reassignment was avoided through the use of an "open school" option that had been initiated by the School System a year or two earlier, largely to relieve pressure from inner city residents who wanted their children to attend the supposedly "better" and usually less crowded schools in more affluent neighborhoods. Under this option, schools not filled to capacity were announced as "open," and parents throughout the city were permitted to register their children on a first come, first served basis until capacities were reached. The open school program was perceived by school officials as a "safety valve" which would permit Negro parents actively concerned about integration to have their own children integrated without difficulty. In this situation, however, it operated to reduce integration, since it provided a "way out" for reassigned white youngsters. There was much less attrition among Negro youngsters who were reassigned in connection with the integration program.[182]

In one facet of the 1964 plan, an experimental, voluntary, one-way busing was tried. A small group of 58 Negro children went from Croton to the predominantly white Edward Smith School. No attempts were made for an orientation of receiving staff, pupils or parents. In large part, the children have remained at their new school. They have been a continuing object of study by the School District Staff, which recently noted that they had not advanced significantly beyond control groups at Croton School.[183]

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[181] The following is quoted from "The Evolution of Public Educational Policy: School Desegregation in a Northern City," by Robert LaPorte, Jr., Jerome Beker, and Charles V. Willie (Syracuse University Youth Development Center). An expanded version of a paper presented at the Annual Meeting of the American Educational Research Association in Chicago, Illinois, February, 1966.

[182] LaPorte, Beker, and Willie, op. cit.

With racial imbalance still clearly unsolved in Syracuse, more plans had to be drawn up for September of 1965. The transferring of white students (who had and used the options of open enrollment) had clearly failed and this fact seems to have had strong impact on the Board and staff. The plans for 1965, therefore, called for the closing of two of the three predominantly Negro schools and the redistribution by compulsory busing of their nearly 1,000 students to 18 other city schools. The Board would not consider any plan which involved compulsory reassignment of white children to inner city schools. Clearly, a discrimination was made at this point.

The "Barry Plan"—September, 1965

On April 13, 1965, the Superintendent of Schools announced in a Memorandum the details of this plan, which came to be known as the "Barry Plan." A predictable community furor followed, arising both from white parents who feared the influx of Negro students into "their schools," and from Negro parents who feared discriminatory acts upon their children in the classroom and resented busing provisions which seemed to them discriminatory. Throughout the spring and summer, the Superintendent, staff members, and School Board members spoke to parents' groups all over the city stressing proposed supportive measures in the Plan to allay fears and gain support.

A detailed examination of what the 1965 plan involved, and how many of its commitments for supportive measures were actually carried out, is vital knowledge for Syracusans who in 1966 are faced with another Staff plan in which a number of commitments are made. Examined in detail, the Barry Plan proposed to close one predominantly Negro elementary school and one predominantly Negro junior high school; 900 students were to be transferred to 12 elementary and six junior high schools in peripheral areas. Sections one, two, three, six and seven of the April 13th Memorandum were concerned with supportive services and facilities to be provided to the bused-out children. Section five was concerned with special services (compensatory education) to be provided to Croton School children. Croton, however, was not to be part of the out-busing plan and its approximately 1,200 children were to continue their education in a setting almost totally segregated; 89.04% of the enrollment was and continues to be Negro.

The plan was endorsed by such groups as the N.A.A.C.P., the Urban League, the Chamber of Commerce, Syracuse Committee for Integrated Education, the Citizens Council for Urban Renewal, the Catholic Inter-Racial Council, and the Committee on Race and Religion, almost all of whom qualified their endorsement of the plan as being a first step towards the total integration of the city schools and some of whom expressed concern that the plan would be only as good as its implementation. Opposition to the proposal came from two disparate groups: a newly organized conservative white group which had as its prime focus the maintenance of neighborhood schools (and the consequent continued segregation of schools in predominantly Negro neighborhoods); and ghetto action groups which opposed the plan because it was limited to busing of Negro children only. On May 5, the Board of Education voted 6–1 to accept the plan for implementation in September, 1965.

For purposes of clarity, we propose to evaluate implementation of the Barry Plan in its two phases: 1) those sections which relate to Washington Irving and Madison; and 2) that section which relates to Croton.

1. *Washington Irving and Madison:* As of this date, no data has been published by the Syracuse School District regarding the achievement of children

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[183] Syracuse *Herald Journal*, August 11, 1966.

who were bused into the 12 elementary and six junior high schools.[184] Community reaction, both Negro and white, for whatever it is worth, is mixed. Nor has it been possible to evaluate in its entirety the implementation of commitments made in the April 13 Memorandum, since the City School District has been reluctant to release such data even upon repeated inquiry by the Syracuse Committee for Integrated Education over a six month period. Some knowledge, however, is available:

Section 1: Controlled assignment of transferred—(we have no reason to believe that more than the specified number of four to five Washington Irving children were assigned to any one class. We therefore assume that this commitment was kept.)

Section 2:

(a) Half-time reading teachers be assigned to each elementary school for a total of six; and one full-time reading teacher to each of the junior high schools for a total of 11. (Data released by the Syracuse City School District indicates that this has been done.)

(b) An integration specialist be assigned part-time to each elementary and junior high. (This uniquely important bridging mechanism was not provided. The National Institute of Mental Health did not re-fund the previous year's demonstration project, and the city school district did not allocate funds for this personnel, although this was an expressed concern of the civil rights and all interested groups, including both sending and receiving parents.)

(c) A half-time consultant be assigned to *extend* math consulting services. (The services of the math consultant were divided as follows: one-half time at Croton; one-half time divided among all other elementary schools.)

(d) Helping teacher service be expanded in receiving schools where required. (We could not obtain any data regarding this.)

Section 3:

(a) Two classes for emotionally disturbed, two classes for mentally retarded at elementary school level, and one class for mentally retarded and three classes for extreme discipline cases at the junior high school level. (Most of these services have been paid for by Federal funds through the local Crusade for Opportunity and were originally a remainder of monies given to the Madison Area Plan.)

(b) Priority assignment to the above classes would be given to pupils now in receiving classes. (We assume that this was done.)

Section 4: (Deals with a school which does not relate to 1965 integration problems.)

Section 5: (Information on this section relates to Croton School and is covered on a subsequent page.)

Section 6: After five months of intense effort on the part of the Syracuse Committee for Integrated Education, lunch and milk facilities were finally provided by the school system. Attempts by the school system to secure hot lunches under the National School Lunch Act were limited; a pilot program has been under way in four elementary schools since November, 1965. Title I funds now have been obtained for kitchen and lunch room facilities so that the program can be extended to almost all elementary schools in the city.

Section 7: Parent, Pupil and Staff Orientation:

(a) As to the implementation of 7(a) of the Barry Proposal—"Parents and pupils of receiving and sending schools be provided with a program of orientation which would acquaint sending parents with the new school and all parents with the purposes and implications of the integration program": No city-wide organized orientation occurred for the parents of the 18 receiving or sending schools.

Statements by Dr. Barry on June 4, 1965 and by his assistant Dr. Gerald Cleveland, in June, 1965, pledged that orientation for the forthcoming integration would be a part of the September, 1965, Educational Conference for

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[184] Except for a report issued by the Board of Education in August, 1966, that there were indications of improvement in the reading levels of 4th grade students who had been bused from Washington Irving into other schools this year. Syracuse *Herald Journal*, August 11, 1966.

Teachers. All seemed to agree that desegregation was not integration, and that concerted effort in staff preparation was required to turn one into the other. The community agreed.

(b) Staff Orientation: Among those groups which approached the Superintendent and his staff with willingness to help implement the proposed orientation for teaching staff were: the Catholic Inter-racial Council (the parochial schools had already held integration-orientation training for nuns and other staff); the Syracuse Area Council of Churches; the Educational Committee of the State Commission for Human Rights; the Congress of Racial Equality; the Mayor's Commission on Human Rights; the Syracuse Committee for Integrated Education and a so-called Ad Hoc Committee of Citizens which met privately with the Superintendent.

An attempt was made to document those available incidents and problems that had occurred during the 1964–1965 experimental busing, and it too indicated an imperative need for a broad orientation program.

Syracuse does not lack for local expertise. Groups all over the country sending for nationally regarded studies and articles on integration were sent material written by Syracuse professional authors and scholars. Indeed, perhaps the greatest failure of the Syracuse School System was its waste of willing, capable local resources. For example, a nationally-used film dealing with poverty, education and race was developed by a then local sociologist and was housed in a local T.V. station. Neither the film nor the sociologist were utilized by the school system as it embarked on a major educational change involving exactly these elements.

The nationally recognized "Head Start" program originated in Syracuse and opened its first center just a few blocks from the Madison School. It was rich with resources left unused. Resource people within the Syracuse University Youth Development Center were not utilized in preparing for massive integration in the fall of 1965.

A leading local psychiatrist offered his services to the Superintendent and the possibility of the services of 13 psychiatrists as the beginning of the nucleus of a professional volunteer group (to be utilized in any way the school system deemed fit.) There was no response to this offer.

Members of the integration team paid for by the National Institute of Mental Health were still in the schools during the 1965 planning. Two members of the team reported that neither their counsel nor their experiences were sought during the 1965 massive integration planning.

On the state level, the Superintendent was reminded of the rich resources (free of cost to Syracuse) of the New York State Division of Inter-Cultural Relations in Education. The personnel were not utilized.

In spite of all this, and in addition to his own statements, Dr. Barry announced at the end of June, 1965, that there would be no orientation for teachers prior to school opening in 1965. Instead, a proposal was submitted to the Federal Office of Education for funds under P.L. 88, 352, for a planning workshop out of which would come proposals for in-service training for all school staff. Though the workshop was held, no total in-service training plan was written. To date, two meetings for principals have been held.

It has been stated on the highest authority that Federal monies were being made available to this system for orientation for the entire staff of 1,400. The funds were turned down. No large-scale in-service training or general orientation has yet taken place.

(c) Pupil Orientation: The extent to which pupils who were directly involved in the integration and organization proposals were given an opportunity to discuss with their teachers and achieve some understanding of the program and its implications is to be highly questioned. There is no documented evidence that any structured attempt by the school system was made to involve children in receiving and sending schools in meaningful discussion about integration. Since teachers were given no opportunity to discuss implications or to achieve insight and understanding themselves, one might question what kind of discussions were held, if any did occur. (Parenthetically, it should be noted that at the end of 1964–65, documentation of incidents relating to teachers' lack of assurance about how to approach the subject of the bused children in the predominantly white classroom had been given to the Superintendent by an Ad-Hoc Committee made up primarily of Syracuse School Staff people and School Volunteers. The greatest problem noted in the documented material was that since there had been no preparatory discussion of any kind, when black children suddenly arrived on buses and entered the primarily white classes, teachers, unsure of the right thing to say, in many cases said nothing. Thus the most important conversation among children on the playground became color. Indeed, the Superintendent had several visits from middle-class Negro parents complaining about their children's new and negative color concept. We can speculate that perhaps such a lack of orientation for integration may have been a fact or in the Board's 1966 report that these bused children did not significantly raise their achievement levels.[185]

Section 8:

(a) Community groups were involved in screening supplementary books under Title II monies. (What "Funds" were set aside in "library and instructional materials accounts to add screened materials to the school resources" is not known.)

(b) There seems to be a dearth of knowledge in the community as to how the implementation of the following item was developed: "Use of community resources to enrich the treatment of the Negro in history, to provide further opportunities to discuss the integration issue in depth," or if it developed at all. There are plans it seems for 1966–1967 by at least one individual curriculum director in this direction. (However, by October, 1965, only $2,000.00 worth of books pertaining to this area had been purchased by the city.)

2. *Croton School:* Despite the fact that Croton Elementary School was 89% non-white and thus a prime object of concern under the Education Commissioner's definition of racial imbalance, the Barry Plan contained no provisions for changes in its status. "The city's third and largest predominantly Negro school is not included in this closing proposal," Barry said, "for economic reasons and because there is no room in other schools to accommodate its 1,200 pupils." [186]

Only one small section of the Barry Plan dealt with Croton.

Section 5:

(a) "Lower classroom size to an average ratio of 23 per classroom teacher. For the coming school year Croton was to have an average classroom size of 24.5 with a range of from 21 per classroom to 31 per classroom." (As of October, 1965, this had not been done.)

(b) To provide a one-half time math consultant. (This was done.)

(c) "To keep present personnel originally added by Madison Area Project and Crusade for Opportunity funds re two reading teachers, 1 helping teacher, 1 visiting teacher, two guidance counselors, and one administrative aide." (Data released by the School District indicates that this has been done.)

(d) To make this school an experimental school in cooperation with Syracuse University. The year 1965–1966 would be spent with the University in developing the plans and procedures by which this laboratory school would operate. The school would be administered by the City School District and staffed by regularly appointed teachers. The City School District would control the educational program although there would be a close working relationship with the University. This would be one of the steps in the Syracuse City School District's development of long-range plans for coping with the integration of Croton School." (This was not done, nor was any Board-initiated study of its feasibility ever announced.)

(e) "That integration of Croton School will receive continuing study in a manner to provide for the involvement of those groups in the city of Syracuse which have a direct interest in resolving the problems involved in integrating the schools." (How the interest of one of these groups was received is the subject of the next section.)

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[185] Syracuse *Herald Journal*, August 11, 1966.

[186] *Herald Journal*, April 29, 1965, Robert Kanasola, Education Reporter.

Early Childhood Education Center Plan:

In March, 1966, the Education Committee of the Syracuse Area Council of the State Commission for Human Rights presented to the Board of Education a proposal designed to integrate Croton School by turning it into an Early Childhood Education Center for the South Side, (which, parenthetically, is not unlike Point 5d of the Barry Plan in which the Board mentioned turning Croton into an experimental school in cooperation with Syracuse University . . .). The plan envisaged an enrollment of Croton and five elementary schools on the city's South Side. Grades K–1 from all 6 schools were to attend Croton; Croton students in Grades 2–6 would be bused into the other 5 schools. The Committee also urged that this type of Center be used in other areas of the city were imbalance existed.

In the face of opposition from South Side parents involved, the Board turned this proposal down.

Project 200:

The Board's own plan for Croton in September, 1966, was to bus out 200 students to vacant spots in other city schools. Further reductions were planned, the eventual closing of the school as the object. When this was announced, the Croton Mothers' Club began determined resistance to a proposal they deemed not only discriminatory and undemocratic, but pointless in reducing racial imbalance. They demanded that the school be instead kept "open and integrated." When the Board refused to change its plans, Croton parents and local civil rights groups announced a one-day boycott of Croton for May 10. Over 80% of Croton students stayed out of school, most attending neighborhood centers for the day.

Thus challenged, the Board withdrew its plans to transfer 200 students, and began a series of meetings with Croton parents. In mid-August, several Croton parents filed a petition with the State Commissioner of Education requesting that the Board be required to implement a plan to relieve racial imbalance in Croton and in all City Schools. The matter is now pending action by the Commissioner.

Project 700 and Project Up Grade:

Aware of the pressure of the March federal guidelines of the Office of Education, which suggest percentages of pupils to be transferred from segregated schools, the Board began discussion of another plan to desegregate Croton.

The present plan for implementation in September, 1966, was announced in July, 1966. It calls for:

1. Voluntary busing of 700 white children into Croton School, and out-busing of an equal number of children.
2. An open school policy with some preference to Croton children.
3. Compensatory education and special facilities at Croton School, known as "Project Up Grade."

The compensatory education referred to above, had been planned for Croton and other city schools earlier, however, as a part of "Project Upgrade," a concentrated approach funded by Title I and designed to attack the problems of disadvantaged children. Thus, in spite of public acknowledgment by those who should know best that compensatory education in a segregated environment failed to bring the hoped-for results,[187] Syracuse again embarked on a plan of compensatory education within a segregated school environment, in this case, Croton.

Use of Federal Money: Elementary and Secondary Education Act

The proposals for Title programs in Syracuse were first presented to the Board at its regular meeting in January, 1966, and submitted to the New York State Education Department shortly thereafter. The Act, under this Title, intends that economically deprived children be provided compensatory education. However, we hold that it is contrary to the intent of the Act as well as other recent legislation to use federal funds to maintain segregated schools, as is being done in Syracuse, especially in the case of Croton School.

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[187] i.e. Dr. Barry, and Mr. David Jaquith, President of the Syracuse Board of Education.

The Work Programs in this plan for 1966 cover a broad range of services and facilities dispersed throughout the city. The rationale for this appears to rest on the fact that children from economically deprived areas had been transferred to outlying schools throughout the city and the services and facilities followed them. Consequently, the services and facilities have or will become available to all the children in the system, regardless of economic status. (Complete listing of the Title I Work Programs for 1966 showing funds allocated to each city school appears in the Appendix.)

The total money received under Title I of E.S.E.A. was $1,802,648. It is interesting to note that of this total, $1,099,510 or 61% is being or will be spent for services and/or facilities being provided to children attending schools in peripheral areas of the city, i.e. white middle class children.

SECTION IV: DISCUSSION AND CONCLUSIONS

That all the children in this city are in need of more educational facilities and services is clearly indicated in our discussion of the budget. It is a poignant fact, however, that at no time have School District staff or members of the Board acknowledged that by virtue of its avowed intention of integration, funds were being obtained to provide all city children, white and Negro, lower and middle class alike, with more advantages.

In a community which for the most part is apathetic about or hostile to integrated education, failure to make known to the community some of these tangible positive results of the integration process to date is a serious omission and leads us to question the quality of this leadership, particularly its position that it is unable to institute any cross-busing plan because of wide-spread community hostility. Careful education of the community to the benefits that all its children would receive in an integrated school setting was a major factor in the acceptance of the Barry Plan. Last year, in frequent meetings with the public, members of the Board and staff carefully interpreted their integration plan for 1965. A presentation of this sort which gave deserved emphasis to the tremendous gain which all city schools were to receive because city-wide dispersal of funds followed the children who were transferred to solve racial imbalance would surely have helped to change some of the irrational opposition which integration plans met in the community.

Equally important is the fact that none of the Title I E.S.E.A. Work Programs have a direct and immediate impact upon the integrative process per se, and should not therefore be considered as a step toward the integration of a school, i.e. Croton. At best, one may interpret their intent as one which will through compensatory education improve the achievement level of those children now attending a segregated school, and *may* ultimately facilitate integration when it is forced upon the city. Since the Madison Area Plan failed, why does the Board assume that in September, 1966, segregated compensatory education, now called "Project Up Grade," will work for Croton? Or that since the voluntary transfers of September, 1964 failed, "Project 700" will now aid Croton's situation?

On Teacher Recognition Day in June of 1966, School Superintendent Barry spoke to the faculty of Croton School and his own words condemned compensatory education in a segregated setting. As reported by the *Herald Journal*, he said:

> "Croton has been the recipient of many special and compensatory services . . . the school has had special attention and staffing advantages which have not been available to many other schools in the district. With these added resources, the achievement of the pupils in this school falls below desired levels when compared with that of pupils in other city schools."

More concrete evidence of the failure of segregated compensatory education may be found in statistical data released to one of the Croton mothers on July 7, 1966. The results of tests given in the city in the fall of 1965 were as follows:

Lorge-Thorndike I.Q.—Grade 3

Croton	93
City	102

California Test of Mental Maturity (I.Q.)—Grade 6

Croton	88
City	104

Stanford Reading Achievement Test Grades 3, 4, 5—Average Scores

	3	*4*	*5*
Croton	2.5	3.4	4.0
City	3.0	4.4	5.3

These current statistics and statements fit into the pattern made clear by previous studies in the Syracuse Schools.

In contrast, the Board's recent newspaper releases (August 11, 1966 and August 30, 1966) indicated a heartening rise in the achievement levels of inner city students transferred to high-achieving, predominantly white schools under the Barry Plan, and equally important indicated that "the reading achievement of the host pupils suffered no deleterious effects because of the bused children."[188] Since there was clearly more to be done in providing supportive services adequately (especially in the important "bridging" areas of staff, pupil and parent orientation and special in-service training for staff), it is perhaps logical to assume that had these commitments been carefully met, classroom achievements could have been even higher.

With evidence that the pupils of the predominantly white host schools have not suffered academic decline because of the presence of the bused children, the Board Superintendent, and Staff, can now go to the community and ask its participation in the integration of all city schools (much as they did for the Barry Plan). Irrational fears can be met with city-demonstrated facts, and evidence of tangible financial benefits from integration can be pointed out, much as Madison Area statistics were used to win support for the Barry Plan. Such leadership would place Syracuse in the front ranks of educational planning to meet and conquer the modern social and economic crises of the cities.

Conclusions

1. Over a period of years, test scores of various kinds have been collected and studied. Comparisons made between inner city and city-wide schools lead to four conclusions:

(a) There is a disparity between achievement levels in segregated schools and those elsewhere in the city.

(b) The disparity widens as the children progress through the grades, and is particularly disabling as they enter junior high school.

(c) Compensatory education in a segregated setting has not produced the desired results. (Madison Area Plan, September, 1961, through June 1965.)

(d) Evidences were noted of higher achievement by bused pupils who received education in an integrated setting and continued high performance level of host school pupils. (Barry Plan, 1965–1966.)

2. We submit that previous attempts by the Board of Education to integrate the city schools have either failed or at best have been inadequate; that based on previous experiences (the 1964 combination of open enrollment and voluntary transfer that failed completely to eliminate imbalances), the current plan to integrate Croton is doomed to failure. It would appear that the City School District and Board of Education have taken all the previous mishaps and combined them into one package.

3. The plan for Croton is only a "patch." We quote from a *Post Standard* article in January, 1966, in which Edith Scully reports that Mr. Jaquith termed Project Up Grade "a stop-gap measure, and plans for the eventual desegregation of Croton School have not been abandoned." Project Up Grade is scheduled for implementation in Croton in September, 1966. No other plans, except

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[188] School District Statement. Quoted in Syracuse *Herald Journal*, August 30, 1966.

the call for voluntary in-busing have been announced. We ask on behalf of Croton School children, how long is "Stop Gap?" When is eventually?

4. The present plans of the Board concentrate upon a solution for one school and totally neglect growing racial imbalance in other city schools.

5. The Barry Plan has not yet been evaluated, but even if the results achieved are as anticipated we would have to raise the following points:

(a) There is insufficient physical capacity in city schools to absorb by out-busing only, the present school enrollment of Croton and other racially imbalanced schools. Therefore, further use of this plan to solve racial imbalance is not possible.

(b) More important, we feel that the method of integration used in the Barry Plan is per se discriminatory, inasmuch as it transfers Negro children only. We quote from *A Survey of Croton and Washington Irving Elementary Schools of the City of Syracuse, June, 1963*:

> "For anyone to become a good citizen, a valuable member of society, there must be a healthy self image. He must see himself as a valued member of his society, both wanted and respected . . . one-way busing makes this impossible." [189]

6. The "Barry Plan" was a step in the right direction; however, evidence shows that in certain areas considered essential by the community the promised supportive measures were not adequately supplied by the City School District. Community faith in the Board's present promises for "Project 700," is therefore at stake.

7. The Board of Education must now assume more vigorous leadership in securing racial balance in *all* city schools; further, it must educate all citizens to recognize that integrated schools bring many benefits to the children who attend them, not the least of which is a better education.

In the 12 years since the 1954 decision, a whole school generation of children has moved through the city's educational facilities, many of them fated to become unhappy ghetto statistics. Syracuse cannot afford to "waste" its children. The years between the present school inequalities and a future "campus plan" cannot be allowed to add to such statistics, all because school authorities were unwilling to assume courageously the task of educating a community.

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[189] By a Study Staff of the School of Education in cooperation with the Bureau of School Services, Syracuse University.

APPENDIX A

Title I Work Programs for 1966

TITLE OF PROGRAM	POPULATION TO BE SERVED	COST
Croton Lighted Elementary School.	Croton	$23,832
Project Up Grade	Croton	61,400
Teacher Aides and Secretaries	17 out of 32 public elementary schools and 4 parochial schools.	*117,900
Summer Language Development Program.	Seymour, Sumner, Croton	44,000
Physically Handicapped Junior High Students.	F. Ware Clary Junior High	*21,000
In-Service Teachers Language, Arts and Social Studies, K–12.	Public, private and parochial schools (total of 300 teachers).	*120,300
Elementary School Lunch Program.	29 out of 32 elementary schools	*397,225
Project for Excluded Emotionally Disturbed Children.	48 of 54 students	25,500
Unwed Mothers Program	140 girls, Syracuse School District.	78,908
Effective Instructional Communications.	(?)	*218,500
Instructional T.V. Services	Total elementary and junior high school population, Grades 4–9, 22,000 children.	*153,400
Remediation and Counseling	Inner City and peripheral schools.	44,550
Field Trip Program	Grades K–6, 24,000 students	*64,000
Coordinating Administrative Personnel.	Central High School	22,625
Community and Household Basic Skills.	Roosevelt Junior and Blodgett Junior Highs.	4,595
Pre-School Program, July and August.	90 disadvantaged children	15,462
West Side Summer Project in Reading and Math.	Seymour, Delaware, St. Lucy's	2,574
Up Grade Aspirations, Educational and Career.	Merrick School	7,796
Summer Education Program	Sumner, Croton, Danforth, Cleveland, Prescott and Clinton.	17,932
Negro History and Social Development.	All Public schools	*7,185
Concept of Task Achievement for Summer, Males 9–13.	Seymour, Croton, Merrick, Danforth, and Delaware.	21,744
Summer Day Camp Enriched Program.	Sumner, Danforth, Croton, Seymour, Clinton and Prescott.	7,174
Summer Workshops Leading to a Continuous Progress Program.	Central, Roosevelt, H. W. Smith, Danforth, McKinley, Brighton, and Sumner.	27,130
Instruction Geared to Individual Needs.	Disadvantage Children 7–12	5,913
Summer Pre-First for '65 Headstart Children.	24 Public, Private schools and Institutions.	81,070
Summer Creativity and Homemaking.	Educationally deprived girls 9-13: Seymour, Danforth, Croton, Sumner, and Merrick.	10,944
Summer Physical Education Program.	24 elementary, junior and senior high, educationally deprived.	28,327
Summer Drama Program	12 inner city schools	59,386
Individualized Reading Program	Croton, Sumner, Seymour, Danforth, St. Lucy's.	48,440
Summer Vocational Education	Central Technical, 35 C.M.D.C.	2,487
Summer Education and Recreation Program.	Blodgett, Roosevelt, and Central Technical.	21,708
Child Day Care, June, July, August.	Children in D.T.A. and Basic Education Program.	21,971
East Side Summer Project	Croton and Cathedral	7,668
		$1,802.648
		61% = $1,099,510

APPENDIX B

Racial Distribution (Elementary School Population as Reported by the Syracuse City School District, October, 1965)

SCHOOL	NEGRO PROFESSIONAL STAFF [190]	TOTAL ENROLLMENT	ESTIMATED CAPACITY	NON-WHITE	% NON-WHITE
Andrews	1	771	820	131	16.99
Bellvue	0	480	850	4	.08
Cleveland	1	338	----------	45	13.31
Clinton	1	395	450	110	27.85
Croton	6	1,150	800	1,024	89.04
Danforth	5	710	630	363	51.13
Delaware	0	912	----------	60	6.58
Elmwood	1	529	----------	33	6.24
Franklin	0	838	926	5	.06
Frazier	0	395	580	36	9.11
Hughes	1	471	----------	109	23.14
Huntington	0	779	870	1	.13
Hyde	(?)	624	----------	30	4.81
Jefferson	0	411	----------	0	0.00
Le Moyne	0	432	460	8	1.85
Lincoln Elementary	0	313	350	0	0.00
McKinley	(?)	932	980	148	15.88
Mencken	(?)	377	430	32	8.49
Merrick	0	553	390	292	52.80
Nichols	(?)	411	440	22	5.35
Porter	0	516	830	37	7.17
Powlesland	0	439	----------	92	20.96
Prescott	0	239	750	18	7.53
Roberts	0	424	----------	11	2.59
Salina	0	375	400	30	8.00
Seymour	3	766	900	247	32.25
Smith	1	934	----------	75	8.03
Sumner	0	682	----------	320	46.92
Van Duyn	0	500	590	43	8.60
Washington	0	368	400	20	5.43
Webster	0	547	----------	5	.91
TOTAL	20	17,610	----------	3,351	19.03

Racial Distribution of Junior High School Population [191]

Bellvue	0	160	----------	----------	0.00
Blodgett	3	850	----------	----------	15.00
Clary	2	749	----------	----------	11.30
Eastwood	1	725	----------	----------	15.30
Grant	3	997	----------	----------	10.60
Levy	2	652	----------	----------	12.00
Lincoln	3	----------	----------	----------	----------
Roosevelt	3	----------	----------	----------	29.00
H. W. Smith	0	----------	----------	----------	11.00
	17	----------	----------	----------	----------

Racial Distribution of Senior High School Population [191]

Henninger (academic Division)	(?)	1,679	----------	----------	21.00
Central Tech	2	925	----------	----------	15.00
Corcoran	2	1,450	----------	----------	5.70
Nottingham	0	1,150	----------	----------	4.20
	4	----------	----------	----------	----------

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[190] Negro professional staff figures are estimates based on interviews with people in or knowledgable about staff in the various schools.

[191] School population figures are estimates for the school year beginning 1965 as presented by the City School District, April, 1965, Research Report #11–65.

Exhibit No. 15

For the last eight months FIGHT has been opposed to any administration building for the Board of Education on the General Hospital site. This opposition was officially recorded with the city of Rochester at the City Planning Commission's public hearings and the City Council public hearings. Our demands have been that the land be used for a school, a large recreation area, low rise public housing and non-profit housing. We have also stated that if Mr. Goldberg does not integrate the schools of Rochester, he will not get any land in our community for urban renewal.

MINISTER FRANKLYN FLORENCE.

SUPPLEMENTARY STATEMENTS

CITY SCHOOL DISTRICT,
Syracuse, N.Y. 13202, September 19, 1966.

MR. JONATHAN FLEMING,
U.S. Civil Rights Commission,
Washington, D.C.

DEAR MR. FLEMING: I am enclosing a copy of the letter which was sent to parents who had indicated a willingness to transfer their children to the Croton Elementary School under "Project 700."

Very cordially yours,

FRANKLYN S. BARRY,
Superintendent of Schools.

CITY SCHOOL DISTRICT,
Syracuse, N.Y. 13202, September 10, 1966.

MR. RICHARD J. SUTLIFF,
2206 Midland Avenue,
Syracuse, N.Y.

DEAR MR. SUTLIFF: I want to thank you for your strong support in regard to Project 700. It is unfortunate that we were unable to attain the goal set by the Board of Education. As originally agreed no parent would be obligated to the transfer of his child unless there were at least 700 applications received. You will find your application enclosed.

If you still wish to transfer your child to Croton Elementary School, please write me and I will communicate your request to the Board of Education for further action.

Most sincerely,

FRANKLYN S. BARRY,
Superintendent of Schools.

NOTE.—The same letter was sent at an earlier date to the majority of the parents who had submitted applications; the letters were dated August 22 through 25, 1966.

F. S. B.

STATEMENT BY DR. CHARLES V. WILLIE AND DR. JEROME BEKER, SENIOR RESEARCH ASSOCIATES, SYRACUSE UNIVERSITY YOUTH DEVELOPMENT CENTER, PRESENTED AT SYRACUSE SCHOOL DISTRICT PUBLIC HEARING ON PROPOSAL TO DESEGREGATE INNER CITY ELEMENTARY AND JUNIOR HIGH SCHOOLS

SYRACUSE UNIVERSITY, SYRACUSE, NEW YORK, MAY 5, 1965

Presented at 8:15 P.M. Session

This statement is a joint presentation by the speaker, Dr. Charles V. Willie, and his colleague, Dr. Jerome Beker, who serve as senior research associates at the Syracuse University Youth Development Center.

We would like to present for the Board's considerations some preliminary findings from our study of racial integration in four Syracuse public schools. This study is in progress and was started at the beginning of the current school year.

The study involves approximately 254 children transferred from Croton, Danforth, Brighton, Prescott and Madison schools to Edward Smith, Hughes, Levy, and Madison schools. Of the eight schools in our study, Madison was involved both as a sending and receiving school. Seventy-one per cent of the students transferred were Negro, 27 per cent white and 2 per cent American Indian.

As you know, these children were transferred as a result of a policy decision by the Board of Education pertaining to the racial balance of schools and the quality of education.

The Federal government indicated an interest in the Syracuse experience and provided a grant through the Office of Education and the National Institute of Mental Health for the Syracuse University Youth Development Center, in cooperation with the Syracuse Public School District, to evaluate this initial program of planned racial integration.

We have developed a comprehensive research design. Observers are on duty in four of the receiving schools with specific instructions to note how the new children are getting along. They spend a minimum of twenty hours per week observing children and recording their observations for careful analysis.

A series of tests were given at the beginning of the school year and will be given at the close of the school year to provide us with factual information on changes in the achievement level of individual students—both new students and host students in receiving schools. Parents will be surveyed this summer to obtain their reactions to the new school and their assessment of the progress of the child during the school year. Finally, the teachers and the observers, who know the children best, have been asked to rate each child's degree of integration in the new school. The teacher-ratings are coming in but are still incomplete. In addition, we cannot give the final word on changes, if any, in achievement level until the results of end-of-the-year tests are analyzed. But we do have the final ratings of our observers.

These observers are mature staff members, not of the Syracuse public schools, but of the Youth Development Center and are therefore in a position to render an impersonal judgment. The observer's pupil-ratings will be presented tonight.

Parenthetically, may I state that we are indeed grateful and appreciative of the fine cooperation by the students, their parents, the teachers and the administrative staffs of the schools. It is because they have permitted us to observe and to administer selected tests that we are able to provide these facts.

Our study presents findings about all children who are new in two elementary and two junior high schools—the children who are new because of Board of Education policy decisions regarding racial balance and quality of education, and the children who are new because their parents moved into the new school district. To our knowledge, this is one of the few studies that has compared the social adjustment of all new children. This study should enable us to determine whether problems experienced by Negro children bussed to predominantly white schools are associated with their race or whether their problems are those that any new child may experience.

The total population in this study consisted of approximately 600 new students, one-third of whom were new because of policy decisions by the Board, and two-thirds of whom were new because of change in residence by parents. The findings presented tonight have to do with social adjustment.

Each observer was asked to give his or her opinion on whether the new child had accepted the new school and been accepted by the teachers and pupils so that he acted as a part of that school. The observers were asked to indicate whether the child was well assimilated, moderately assimilated, or poorly assimilated into the school.

Our overall finding is that about 70 per cent of all new children are well assimilated into the four schools studied. This proportion of well assimilated children is about the same for boys and girls and for whites and nonwhites. Only about one of every 10 persons among new students is poorly assimilated. So the general conclusion is that a large majority of the students new to any of the Syracuse public schools should assimilate well.

With reference to age or grade level, we find that new children in elementary school assimilate more easily than junior high youngsters. While the rate of assimilation is high for all, we find that six of every 10 new junior high as compared with better than eight of every 10 new elementary school pupils are considered to be well assimilated. This finding indicates that assimilation proceeds more rapidly among younger children. As age increases, it would appear that the rate of assimilation for new children decreases.

Nearly one-third of the children who were transferred into these four schools due to Board policy decisions, designed to improve quality of education are white. Between 60 and 70 per cent of the nonwhite and white children are assimilating well; however, the proportion of well assimilated nonwhite transferred students, which is 67 per cent, is slightly higher than the proportion of well assimilated white transferred students, which is 62 per cent. This slight difference between the races may be due to the fact that most of the white youngsters transferred were at the junior high level while Negro youngsters transferred to improve their quality of education were about equally divided between elementary and junior high. You may recall that younger children tend to assimilate more rapidly than older children. The analysis thus far indicates that age is more importantly related to degree of assimilation than is race.

Finally, we compared all children new to these four schools because they were transferred and children new because their parents moved into the school district. This comparison was made, in part, to determine if the transferred or bussed children acted differently because of the neighborhoods from which they came. It has been asserted that children bussed into a school district where the income level is different from that of their parents might feel foreign and out of place and that this feeling would hinder their involvement in school activities. Our data cast doubt upon these assertions; we find no evidence to support them. Contrary to these assertions, we find that new children transferred or bussed into schools in middle-income neighborhoods have assimilated—that is, they have accepted and been accepted by the teachers and pupils of the schools—at about the same rate as new children who are residents of the neighborhoods in which the schools are located.

Exactly two-thirds of the children who are new due to Board of Education policy of transferring children from the inner city to schools in middle-income neighborhoods are well assimilated; and exactly two-thirds of the new children who are residents in these middle-income areas are also well assimilated. This means that one of every three children from the inner city is poorly assimilated but that this proportion is no different from the proportion of middle-income new children who are poorly assimilated into the new school. Thus, all new children, whether poor or affluent, experience about the same proportion of problems in becoming integrated and assimilated into a new school.

Based upon these preliminary findings we predict that 60 to 70 per cent of the students new to any school in the Syracuse Public School District will become well assimilated in that school during the course of the school year.

We further predict that 30 to 40 per cent of the students new to any school in the Syracuse Public School District will assimilate moderately or poorly, but that the moderate to poor assimilation will be related to factors other than sex, race, and social class.

Finally, we predict that younger children will assimilate into a new school and become a part of it more readily than older children.

On the basis of our study and analysis, we see no social adjustment problem that might result from transferring children to high achieving schools that may be outside their neighborhood of residence.

Our considered opinion is that white as well as Negro children will receive substantial benefit by attending schools populated by students of diversified backgrounds. Such schools enable the children to come to know all sorts and conditions of persons. Homogeneously white and homogeneously nonwhite schools are inadequate because they tend to limit the students' understandings of the ways of mankind. We submit that the development of such understandings is a fundamental part of education for living in a world of diversity.

Dr. Franklyn Barry, *Superintendent* August 18, 1966
Syracuse School District,
409 West Genesee Street,
Syracuse, New York

Dear Frank: May I congratulate you on the brave new approach which you are undertaking of attempting to open Croton Elementary School this Fall as a racially integrated school. I think this approach has intrinsic value. Then I think it has the additional merit of stimulating community-wide support for the campus concept. Because I see the plan to integrate Croton tied to an even more sophisticated plan for education—the campus concept—which includes, but goes beyond, the mere mixing of children to achieve racial balance, I think it is wonderful. There is one dimension of the project that you may have under consideration. If you do not, may I bring the matter to your attention. Active effort needs to be undertaken now to recruit Negro families who will be willing to send their children to other schools outside the Croton district. The efforts among Negro families also must develop the "bandwagon" technique in which it is popular, and the thing to do, to send one's child to a nonneighborhood school. The effort must be launched soon enough to enable Negro parents and their children to work through their fears that could cause them to balk at being bused out. If Negro parents are turned to at the last minute when a sufficient number of white parents have volunteered to send their children to Croton, you may find that the Negro parents are unwilling to make room for the white children. They may rationalize their behavior in a number of ways; but basically they will be unwilling to move out because the experience is new and they will not have had sufficient time to adjust to the new idea. My recommendation that immediate attention be given to recruiting Negro children now is based on a bit of experience. When St. Phillips Episcopal Church—an all-Negro Parish across the street from the old L. C. Smith Typewriter factory—was closed in 1957 or 1958, the Bishop sent a letter to all members telling them they could go to any Episcopal Church in the city. I suggested to several members of Grace Episcopal Church, which was almost an all-white congregation then, that about a dozen Grace Church families should establish personal contact so that Negroes would know that they were wanted in Grace Church. I suggested that a dozen St. Phillips families should be invited home for dinner. Although the people would be strangers to each other, I pointed out that during the course of the evening after bread had been broken together, it would be amazing what transformations might take place. We worked with the Grace Church families for three weeks and finally got them to overcome their anxieties to the extent that a dozen agreed to invite twelve St. Phillips families to a supper, *not in their individual homes* but in the parish hall of the church.

We committed a major error however. We did not work with the Negro families of the former St. Phillips congregation for two or three weeks, encouraging them also to share their anxieties and to work through their problems of accepting white Episcopalians. And when the dinner date was set, twelve St. Phillips families were contacted for the first time and issued an invitation to come to the supper in the parish hall at Grace Church. Twelve Grace Church families showed for the supper, but only three from St. Phillips put in an appearance. I learned something from that experience of nearly a decade ago. And it is that the anxieties which whites have over approaching the new and different are found also among Negroes. Thus, each racial group must be worked with in preparing it for a brave new experience such as you are proposing for the 1966–67 school year.

I, of course, am preparing to leave the city and cannot be of much help. But I wish for you good health to continue your miraculous administration of reconciliation—bringing all sorts and conditions of persons into each others presence. Who knows? They may even learn to love each other.

Sincerely,

Charles V. Willie,
Associate Professor of Sociology

Syracuse University.
September 9, 1966.

To the Editor,
Post Standard Newspaper
Syracuse, New York

Dear Sir: Sixty-eight white children and their parents had the humility to apply to the Board of Education for permission to enroll this September in Croton Elementary School, which is nearly 90 per cent Negro. But the Board of Education did not have the courage to enroll these children in Croton. It cancelled the special project because 700 white children did not volunteer.

By cancelling the opportunity for these white children to attend Croton, a sinister attitude of arrogance, tending toward white superiority, was revealed. This, of course, is a serious charge. But the charge corresponds with the serious and unfortunate action that the board took.

Because white children would not be a majority in Croton this fall, the board apparently could not tolerate taking the responsibility for transferring 68 white children there. It should be noted that the board in 1964 permitted most of the white children of Prescott School to transfer to junior high schools other than predominately Negro Madison when the junior high division was closed at Prescott. So the recent action is a continuation of a pattern which is continuing to insult Negro citizens in this community.

In the past, the board has transferred Negro children into white schools in which they were a minority. It would appear, based on its recent action, that the board will have nothing to do with sponsoring integration where whites would be a minority.

All is not lost, however. The 68 white students and their parents have made a contribution to Syracuse, although the children will not be permitted to attend Croton this fall. They have responded to the call to integrate Croton and have been turned away. They, therefore, have helped reveal to the community what the Board of Education really stands for.

Loving involves both giving and receiving. Whites must learn how to receive from Negroes even as Negroes must learn how to give. This is what 68 white children could have learned this fall, a lesson which the board would not permit them to have.

Sincerely,

Charles V. Willie.

Harvard Medical School,
Boston, Mass. 02115, October 10, 1966.

Dr. Franklyn S. Barry,
Superintendent of Schools,
Syracuse School District,
409 West Genesee Street,
Syracuse, N.Y. 13202

Dear Frank: Thanks for sending to me the copy of the letter which was sent to all parents whose children were volunteered to participate in Project 700.

It was nice to see you in Rochester. I wish we had been able to talk over some of the strategy of Project 700 before it was launched. I felt constrained to put on the record my reaction to what I consider to be a defect in the project; and while you should know from my previous communication with you that I do not feel that you, personally, harbor any of the attitudes I attributed to the Board, I do believe that the statement by the President of the Board to the effect that Project 700 proved that whites will not enroll in a predominantly Negro school is a veiled representation of the point of view to which I was referring. Nevertheless, I should point out that the Board president is a man of goodwill, and was probably unaware of the implications of the statement.

The logic of the situation was what "turned me on." Only fifty to sixty Negro children were recruited to attend predominantly white Edward Smith Elementary School for the 1964–65 school year, and the program of integration moved ahead. But when only sixty to seventy white children were recruited to attend the predominantly Negro Croton Elementary School for the 1966–67 school year, the program of integration was called off. This is what I considered to be a defect in the organization of the program. We should have enrolled whomever applied to be transferred.

These are the logical inconsistencies that we sometimes recognized only with hindsight, and it is for this reason that I did not ask for permission to rebuttal your statements before the U. S. Civil Rights Commission. I was more interested in reaching an understanding with you as a person than in making my point.

I do feel that we came to an understanding of the difference that we had in our reactions to Project 700 and for that I'm thankful. I should like to keep in touch with you when I return to Syracuse, and would welcome the opportunity to think out loud with you privately if I can be of help on new approaches which from time to time you may wish to discuss. I think that we have achieved the kind of trust and honest discourse that could facilitate such conversation.

Best wishes for continued success. A minor setback is of little consequence when the final roll is called. More important than our accomplishments to date is the direction in which we are moving; and I think the Syracuse School District is moving in the right direction.

Sincerely,

Charles V. Willie, Ph. D.,
Visiting Lecturer in Sociology,
Department of Psychiatry, Harvard Medical School.

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Rochester

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